

**EFFECTIVENESS OF MONITORING AND EVALUATION ACTIVITIES AT
GAUTENG DEPARTMENT OF SPORT, ARTS, CULTURE AND RECREATION**

by

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I declare that “THE EFFECTIVENESS OF MONITORING AND EVALUATION ACTIVITIES AT GAUTENG DEPARTMENT OF SPORT, ARTS, CULTURE, AND RECREATION” is my work and all the sources that I have used or quoted have been indicated and acknowledged by means of references.

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Date

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Signature

MR S. MLAMBO

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ABSTRACT

The past five decades have seen the global emergence and growth of monitoring and evaluation (M&E), which has since become a crucial feature and tool in modern-day programme management. The South African government has in recent years embraced M&E in the South African public service, in order to influence and accelerate the achievement of government's objectives and mandates.

M&E is predominantly implemented in South African public institutions to promote effectiveness and efficiency in public service delivery. It is also used to promote transparency in decision-making, spending of public funds, and good governance, by ensuring that all protocols are observed. M&E also assists the government in tracking the progress of its programmes and policies.

M&E is a relatively new practice in South Africa, and it is complex and skills intensive, making it challenging to implement. In most cases, poor coordination and management of M&E contribute greatly to poor M&E performance in South Africa. The policy environment is to some extent supportive of M&E in South Africa, as there are various policy documents developed around M&E. The government is actively engaged in the development of M&E policies and trying to find ways to make them work.

The focus of this study was to investigate the effectiveness of monitoring and evaluation activities at the Gauteng Department of Sport, Arts, Culture, and Recreation (GDSACR). The literature section outlined the theoretical framework and the application of monitoring and evaluation both locally and globally.

The empirical research explored how M&E is implemented at GDSACR, and how it assists GDSACR in achieving its strategic objectives. The empirical study further investigated how M&E contributes towards the achievement of social cohesion and nation-building at GDSACR. The research links the existing M&E theories to practical implementation of M&E at GDSACR, moreover, establishes intricacies of implementing M&E in public institutions with multiple policies and projects.

The dissertation provides an opportunity for GDSACR to revisit its M&E practices and move in a direction in which M&E is the cornerstone of project management at GDSACR. Furthermore, the study further calls for adoption of M&E as a means to learning, and promotion of transparent and accountable governance which reflects in the service delivery standards and good practices to further promote the government agenda of accelerated service delivery.

SETSOPOLWA

Mengwagosome ye mehlano ye e fetilego go bile le go tšwelela le kgolo lefaseng ka bophara ga tlhokomedišišo le tshekatsheko (M&E), tšeo di fetogilego setlabele le sedirišwa se bohlokwa ka taolong ya mananeo ya sebjalebja. Mmušo wa Afrika Borwa mo mengwageng ye e sa tšwago go feta o amogetše M&E ka Tirelong ya Setšhaba ya Afrika Borwa, ka nepo ya go huetša le go akgoiša phihlelelo ya maikemišetšo le dithomelo tša mmušo.

M&E e dirišwa kudu ka dihlolongweng tša mmušo tša Afrika borwa ka nepo ya go tšwetša pele go šoma gabotse le ka fao go hlokago mathata ka kabong ya ditirelo tša setšhaba. E šomišwa gape go tšwetša pele go hloka sephiri ka go tšeyeng ga dipheto, ka go šomišeng ga ditšhelete tša setšhaba, le ka pušong ye kaone, ka go netefatša gore ditshepedišo ka moka di a obamelwa. M&E e thuša gape mmušo go latišiša tshepedišo ya mananeo le melawana ya yona.

M&E ke mokgwa o moswa ka Afrika Borwa, ebile e hlakahlakane ebile e nyaka bokgoni bjo bogolo, gomme se se dira gore go be boima go e phethagatša. Mabakeng a mantši, kgokaganyo le taolo ye e fokolago ya M&E di na le seabe se segolo go go šoma gampe ga M&E ka Afrika Borwa. Seemo sa melawana se thekga M&E ka Afrika Borwa. Mmušo o gare ka go ngwala melaotshepedišo ya M&E ebile o leka go hwetša ditsela tša go dira gore e šome.

Nepišo ya dinyakišišo tše e bile go nyakišiša go šoma gabotse ga ditiro tša tlhokomedišišo le tshekatsheko ka Kgorong ya Dipapadi, Bokgabo, Setšo le Boitapološo ya Gauteng (GDSACR). Dinyakišišo di dirišitše mekgwa ye e hlakantšwego. Karolo ya tshekatsheko ya dingwalwa e akareditše tlhako ya teori le tirišo ya tlhokomedišišo le tshekatsheko go bobedi ka nageng le lefaseng ka bophara.

Dinyakišišo tša go diriša bohlatse di utollotše ka fao M&E e phethagatšwago ka GDSACR, le ka fao e thušago GDSACR go fihlelela maikemišetšo a yona a togamaano. Dinyakišišo tša go diriša bohlatse di tšwetše pele go nyakišiša ka fao M&E e nago le seabe ka phihlelelo ya tirišano ya setšhaba le kago ya setšhaba ka go GDSACR. Monyakišišo o dirišitše mokgwa wa go botšiša dipotšišo ka sewelo ka nepo ya go utolla maikutlo le ditiro tša M&E ka gare ga kgoro. Dinyakišišo di utollotše gore

maemo M&E ka go GDSACR ga a kgahliše ebile a hloka go kaonafatšwa. Dinyakišišo di tšwetše pele go utolla gore M&E ga e šomišwa kudu ka fao go swanetšego.

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ABBREVIATIONS

APP	Annual Performance Plans
M&E	Monitoring and Evaluation
NDP	National Development Plan
GWM&ES	Government-Wide Monitoring and Evaluation Systems
GDSACR	Gauteng Department of Sport, Arts, Culture, and Recreation
SAMEA	South African Monitoring and Evaluation Association
PSC	Public Service Commission
NEPF	National Evaluation Policy Framework
PFMA	Public Finance Management Act
AfrEA	African Evaluation Association
NGO	Non-Government Organisation
RDP	Reconstruction and Development Programme
DPME	Department of Planning, Monitoring, and Evaluation.
ToC	Theory of Change
RBM	Results-based Management
NPM	New Public Management
LFA	Logic Framework Approach
POE	Portfolio of Evidence
TID	Technical Indicator Description

SOE	State Owned Entities
SME	Senior Management Team
HOD	Head of the Department
MEC	Member of Executive Council

CHAPTER ONE: OVERVIEW OF THE STUDY

“One of the great mistakes is to judge policies and programmes by their intentions rather than their results” - Milton Friedman, 07 December 1975, New York City

1.1 INTRODUCTION

The transition from apartheid to democracy in South Africa was one of the biggest challenges the democratic government encountered as the country was on the verge of civil war and on the precipice of total collapse due to the public anger, animosity and mistrusts among the citizens owing to decades of segregated apartheid rule (Venter and Landsberg, 2006:21). The challenges confirmed that the democratic government will have a huge role in uniting the nation. In essence, it was the democratic government's responsibility to develop strategies that will unite the nation, and prompt inclusivity and representativeness in all the sectors, including sporting codes.

The democratic government actively looked for viable ideas and solutions that can ease the transition and restoring national unity. The task of transforming, uniting and promoting brand South Africa internationally was delegated to Department of Sport and Culture which was established on 1 July 1994. The White Paper on Sport and Recreation was developed and adopted in 1996 by former Minister Steve Tshwete to provide guidelines and mandate to the department (White Paper on Sport and Recreation, 2011:15).

Over the years, the objectives of the department remained the same but pursued under different strategies. The fifth administration of the ANC (2014-2019) pursued national unity through Outcome 14 of the outcome-based approach, which endorsed social cohesion and nation-building (GDSACR Strategic Plans, 2014:13). In order to achieve the mandate of the fifth administration, the government institutionalised and promoted the utilisation of monitoring and evaluation (M&E) which was seen as a distinguished system which can be used to accelerate the achievement of social cohesion and nation-building.

This research investigates the institutionalisation of M&E processes and activities at Gauteng Department of Sport, Arts, Culture and Recreation. The study probes the

level at which M&E assists the department attain its objectives and ultimately the achievement of social cohesion and nation-building.

1.2 BACKGROUND AND MOTIVATION FOR THE STUDY

Monitoring and evaluation remain one of the most important aspects of public administration in the South African public service. It is the government's objective to implement strong, and effective monitoring and evaluation processes in all public institutions and their programmes. The democratic government changed the political and socio-economic landscape of the country and various institutions and practices had to be implemented to address the needs of the society.

As of October 2020, the South African government has a total number of 28 national departments each tasked with their own portfolios. Of all the 28 national departments, the focus of this study is placed on the Gauteng Department of Sport, Arts, Culture, and Recreation. According to Venter and Landsberg (2006:03) after the first democratic elections in 1994, the new government inherited a divided and unequal nation in terms of resources, knowledge, opportunities, and representativeness in various sporting codes. A large number of the country's population and communities did not have proper infrastructure for various sporting codes, and the large part of the population (mostly blacks) remained affected by the apartheid era as far as sport is concerned. South Africa was in despair and the democratic government had to look at sport as a solution or a tool they can use to address the disparity and mistrust among South Africans of all races Nixon (2016: 285).

In 2009, the fourth administration of the ANC introduced the Outcome-based approach to address social ills in South Africa, which was the new form of coordination in public institutions in order to be able to incorporate Key Performance Indicators (KPIs) within the policy frameworks (Mohamed, 2019:15). The GDSACR was mandated with Outcome 14, which is nation-building and social cohesion. In order for the department to achieve this mandate, there is a need for strong and effective monitoring and evaluation system in place to ensure the effective implementation of the policies and programmes which will help the department realise their goals and mandate of nation-building and social cohesion.

The Constitution of the Republic of South Africa (hereafter referred to as the Constitution), 1996 regards M&E as an important tool towards achieving its strategic objectives. Section 96 of the Constitution recognises the mandate of the Public Service Commission (PSC) as one of investigating, monitoring, and evaluating the practices within the public institutions. The Government-Wide Monitoring and Evaluation Systems (GWM&ES) (2007) outlines how M&E should be conducted throughout the public institutions. National Evaluation Policy Framework also aides the implementation of M&E in public institutions, in order to assist in decision-making processes.

Cloete, Rabie & de Coning (2014:68) argue that, M&E is a crucial tool in public administration which can be used to help the decision-makers to track the progress of the project they are implementing for any impact. The authors further state that M&E plays a significant role in determining the sustainability of the project. Gebremedin, Getachew, and Amha (2010:23) states that the approach to M&E is based on the measurement of the outcomes of the projects and it strives for objectivity and investigation of the challenges, in order to produce information that is quantifiable and free.

GDSACR as a public institution has to play a part in monitoring and evaluating its activities and programmes. In 2016, the department developed its internal Monitoring and Evaluation Framework which will aid in the implementation process of the activities. The department also has a unit which is primarily dedicated to the functions of M&E within the department. The staff members are also capacitated through M&E seminars, training, conferences, and workshop to be able to carry out M&E related tasks (GDSACR M&E Framework, 2016:23).

Section 195 of the Constitution provides guidelines for good governance principles which includes effective monitoring and evaluation which brings public administration that is transparent; representative of the demographics of the country, promotes high ethical standards by public servants; the public administration that is accountable to the citizens of the country (RSA Constitution, 1996). The Constitution through section 195 and 196 makes provision for a development-orientated public administration, which will continuously redevelop in order to meet the demands of the people the government serve. Section 196 gives powers to the Public Service Commission to

investigate, monitor and evaluate the organisation and administration, and the personnel practices, of the public service. The preceding declaration suggests the government has to respond to the development needs of South Africa, which include setting out mandates for each department and have proper monitoring and evaluation systems in place to ensure the set-out mandates are achieved.

Section 27(24) of the Public Finance Management Act, 1 of (1999), endorses the culture of strong and effective institutional monitoring and evaluation systems. It is further stipulated that every director-general or head of each public “institution must establish procedures for quarterly monitoring, evaluation, and correction actions” (RSA PFMA, 1999:81). The Policy Framework for Government-wide Monitoring and Evaluation System of 2007 emphasises the importance of monitoring and evaluation in ensuring accountability and effective service delivery in South Africa.

Gauteng Department of Sport, Arts, Culture, and Recreation, Framework for monitoring and evaluation of 2011 also makes provisions for monitoring and evaluation within the department. The GDSACR M&E framework is a guiding force to realise and achieve departmental objectives. The GDSACR as a department is responsible for Outcome 14 however; the department also faces the issue of addressing the issue of inclusivity in all the sporting codes within South Africa. Many scholars and commentators such as Bailey and Talbot (2015:92), Steen (2014:178) and Johnston (2014:221) lament the fact that most sporting codes are predominantly associated with certain racial and cultural groups in society.

As stated above, M&E is deemed relatively new in Africa. With this research, a detailed analysis of M&E can aid in creating more relevant sources of information as far as M&E in South African public service is concerned. Due to the segregation history of South Africa under the apartheid government, there is a need for the reunification of the people within South Africa. Outcome 14, social cohesion and nation-building provides hope for reunification. The research seeks to investigate ways in which outcome 14 programmes and policies can be improved through M&E at the Gauteng Department of Sport, Arts, Culture, and Recreation.

This research seeks to provide further clarity on the complexity of the concept of monitoring and evaluation in the South African public service. The study contributes

greatly to providing information to the next generation of M&E researchers, M&E practitioners, scholars, and institutions in South Africa. The research will contribute greatly in answering how GDSACR implements its M&E systems internally; it will also identify the challenges encountered in M&E implementation at GDSACR. The study will further establish the role of other M&E institutions on the institutionalisation of M&E in South African public institutions.

1.3 PROBLEM STATEMENT

In 1948, Afrikaner-led National Party rose into power, and introduced apartheid, a total institutionalised racial segregationist form of government. Under apartheid, black South African were oppressed, stripped off their human rights and they were not allowed to vote. The white minority amassed enormous power at the expense of the black majority, which brewed animosity, tensions, distrust, and resistance from the native people. The fight for liberation ensued up until the late 1980s, and in 1990, political prisoners such as Nelson Mandela were released from jail. In 1994, the first democratic elections were held in South Africa in which the African National Congress (ANC) won the elections with 62% majority and Nelson Mandela became the new democratically elected President in South Africa (South African Government, 2020: Internet Source).

The transition from apartheid to democratic government in South Africa brought immense challenges as the democratic government inherited a broken society with huge inequalities, mistrusts as well as animosity among the citizens. Restructuring and mediating political, economic, and social relations was the main worry of the newly elected democratic government in a largely uneven society.

The government of the day was desperate to find ways which can assist in bringing the society together in peacefully manner. Gallagher (2015:69) alludes that South Africa was a divided and troubled nation in need of a new start and unity under one flag. One year after the democratic elections, President Mandela used sport as a catalyst to uniting people when he attended a predominantly white sport in an attempt to mend the broken relations among the citizens of the country.

The government started with the dismantling of the old homelands systems and introduced provincial systems. Each province had administrative powers to implement and manage issues of national importance at provincial level. Sports and Recreation was one of the pillars President Mandela deemed critical in building the society, and the Department of Sport, Arts, Culture and Recreation was tasked with uniting the nation, and promoting national unity through sports (Nixon, 2016: 285).

As years went by, government mandates evolved, and during the fifth administration under President Jacob Zuma, Department of Sport and Recreation was tasked with ensuring social cohesion and nation-building to speed up the process of reconciliation (Chiderster, 2012:173).

To achieve the mandate of nation-building, social cohesion, as well as “rainbow nation” monitoring and evaluation was seen as the distinguished system which can be used to accelerate the achievement of the government goals and objectives. This study explores the context of M&E at Gauteng Department of Sport, Arts, Culture and Recreation (GDSACR). The study further investigates whether M&E assists the department in achieving its strategic objects and ultimately the Outcome 14 of social cohesion and nation-building. This study undertakes to review the monitoring and evaluation processes that are employed to measure the progress of the department concerning its mandate of social cohesion and nation-building.

Since 1994, the democratic government developed multiple programmes as well as approaches in attempt to unify South Africa but most appeared to be unsuccessful. Ijeoma (2019:17) indicates that the absence of proper M&E structures for a long time in South African Public Services contributed to the lack of desired results for all the government interventions. Moreover, M&E in South Africa is a relatively new discipline to an extent that it may appear unclear to some managers and stakeholders. At GDSACR, there is M&E system which consists of the M&E unit, personnel and all the relevant policies and strategies.

This study will highlight the importance of strong effective M&E system in public institutions. M&E is widely used in modern project management, and building empirical knowledge around the concept of M&E is of utmost importance, which this study seeks to contribute to. Kusek and Rist (23) indicate that M&E is gradually becoming a

requirement for programme management in public institutions. Therefore, this study will vastly contribute to the government efforts of understanding, strengthening and promoting the field of M&E. Therefore, the problem statement entails the following:

This research seeks to explore how the Gauteng Department of Sports, Arts, Culture, and Recreation use monitoring and evaluation to ensure that the department's mandate of nation-building and social cohesion is achieved.

1.4 RESEARCH QUESTIONS

- What do theories and concepts say regarding monitoring and evaluation?
- How does M&E aid GDSACR achieve its strategic goals?
- How can M&E enable GDSACR to achieve nation-building and social cohesion in the Gauteng Province?

1.5 RESEARCH OBJECTIVES

- To examine theories and concepts of monitoring and evaluation
- To investigate whether monitoring and evaluation aid GDSACR in achieving its strategic goals.
- To explore whether M&E contributes towards GDSACR achieving nation-building and social cohesion in the Gauteng Province.

1.6 DEFINITION OF CONCEPTS

This section of the chapter focuses on the relevant theories and concept which are introduced below. The previously published research from the past and recent will be used as a starting point of this study.

1.6.1 Monitoring

Since 2009, in South Africa a lot of studies have been conducted concerning monitoring, in comparison with other African countries. However, a great deal of monitoring has been done in countries such as the United Kingdom, France, and the United States of America since the end of the Second World War. Singh, Chandurkar and Dutt (2017:27), mention that monitoring can be described as “a concurrent

process of tracking the implementation of activities of the project and attaining its planned outputs”.

The Policy Framework for Government-Wide Monitoring and Evaluation System (2007:01) asserts monitoring entails collecting, analysing, and reporting on the outcomes and impacts as well as external factors. The primary purpose of monitoring is providing the programme managers with enough evidence for policymaking processes. It also plays an integral part in detecting an early indication of problems that needs intervention within the programmes. Monitoring normally reports on the actual performance of the policy or programme against what was expected (RSA Policy Framework for GWMES, 2007:2).

Osman (2002:05) states that monitoring is a multi-facet practice as it can take place periodically and, in some cases, daily, weekly, or monthly. The author further states that monitoring is “the day-to-day management task of collecting and reviewing information that reveals how an operation is proceeding and what aspects of it, if any, need correcting”. Monitoring uses the systematic collection of data on specified indicators to inform management and the stakeholders of the progress of ongoing programmes.

Reporting is an essential part of monitoring, in most cases the information sourced through monitoring is compiled in standard reports. Then it is shared with the implementing partners, donors, beneficiaries as well as relevant stakeholders within the organisation. In most cases, the information derived from monitoring visits can be used to conclude evaluation processes (Osman, 2002:05). Monitoring also serves as part of the programme implementation because the process of monitoring starts immediately after the programmes have been implemented up until the last part of the programme takes place.

According to the PSC (2008:03), the emphasis in monitoring is on checking progress towards the achievement of an objective. A good monitoring system will thus give a warning early on in the implementation of the course of action that the end goal will be reached as planned. Monitoring also involves a process of comparison because actual performance is compared with what was planned or expected

Engela and Ajam (2010:18) emphasise that monitoring is a very important asset of monitoring and evaluation as a complete process. In many developing countries, as part of enhancing the outcomes and impact of their socio-economic policies, they mostly focus on strengthening monitoring and performance information first before they could focus on evaluation. In recent years the first step of GWM&E in South Africa has established strong monitoring systems in order to improve the quality of performance information (Engela and Ajam, 2010:18).

1.6.2 Evaluation

Martens and Ginsberg (2009:170), state that evaluation can be described as a systematic application of social research approaches that measure the strong points and weaknesses of social interventions, including policies, projects, products, personnel, and organisation. Public Service Commission (2009:04) contend that evaluation is an organised measurement of on-going or completed programmes, policy, implementation, and the impact of the implemented programmes and policies.

The RSA policy Framework for Government-wide Monitoring and Evaluation System (2007:02) defines evaluation as a “time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions to guide decision-making by staff, managers and policymakers”. Evaluation is used to assess, the effectiveness, sustainability, impact, efficiency as well as the relevance of the programme and policies that are implemented. The impact assessment of a programme seeks to examine the valid assumptions and underlying theories of the programmes and at the same time assess what materialised and what did not materialise (RSA, Policy Framework for GWM&ES, 2007:02).

“Evaluation can also be applied to extract cross-cutting lessons from operating unit experiences and determining the need for modifications to strategic results framework” (RSA, Policy Framework for GWM&ES, 2007:02). Osman (2002:05) describes evaluation as an objective measurement of completed programmes, policy, or results. Evaluation is aimed at determining the fulfilment of the objectives as well as the effectiveness of the overall programme. Evaluation should deliver useful information that can enable the incorporation of lessons into management decision-making processes.

In South Africa, the concentration was always to implement strong and effective monitoring systems, before evaluations could be fully prioritised, however, based on the fact that evaluation is more skill-intensive, it might be a little difficult to instantly implement strong and structuralised evaluation systems in a public institution. However, Engela and Ajam (2010: 18) seem to suggest that South Africa is a little fortunate about the implementation of the evaluation system, since the country has a strong academic sector as well as private sector providers. The preceding assertion could mean that an independent evaluation system is possible and attainable.

Evaluation is a periodic exercise but it is not a one-time exercise. It is, however an exercise that involves measuring of differing scope and depth carried out at several points in time in response to evolving needs for evaluative knowledge and learning during the effort to achieve an outcome. Furthermore, evaluations should be about addressing the merit, significance, and worth of an activity, programme and project policy (United Nations Development Programme, 2002:06).

1.6.3 Monitoring and evaluation

According to Public Service Commission (2012:13), monitoring and evaluation is a continuous activity, which is primarily aimed at providing the management and other relevant stakeholders with the actual progress of the policies and projects, which were already implemented. In addition, M&E entails a process of measuring the quality and the shortcomings of all the programmes the organisation has put in place to render service to their clients. The International Federation of Red Cross and Red Crescent Societies (2011:11) further states that M&E can be seen as an activity of fault-finding process in which corrective measures can be implemented before any real damage is incurred.

Different scholars within the discipline of public management and governance such as Gorgen and Kusek (2009:01), Shithomola, and Webb (2015:231) have taken various definitions of M&E by various institutions and further revised and developed them. Gorgen and Kusek (2009:01) describe the concept of M&E as a process that instills a sense of accountability to stakeholders, it provides public officials with data on the progress of the programmes and at the same time provides findings for corrective measures to the policies implemented. M&E systems are applied to assess the quality

and quantity of the services the organisation renders to achieve their ultimate objectives and impacts. Shithomola and Webb (2015:230) state that monitoring and evaluation is a systematic activity that is used to measure the achievement against the invested resources into the programme or policy.

The Public Service Commission (2008:11) further asserts that monitoring and evaluation can be best understood as a process used to compare what occurred between what was projected to occur. Based on the preceding assertions by the Public Service Commission, one can presume that the PSC's understanding is that a monitoring and evaluation system is a tool to aid the understanding of causes for good and poor performances within the public sector organisations.

With regard to the South African public sector monitoring and evaluation system, it would be problematic and ignorant to discuss the public sector's M&E efforts without addressing the pillar of public sector official government M&E policy, (The Government-wide Monitoring and Evaluation System). According to The RSA (2007:80), the main purpose of the GWME is to serve as a guideline and encouragement for management systems in the public sector to support other management systems such as planning, budgeting, and reporting systems. The policy framework also serves as a tool to advance transparency, accountability, and public participation. The framework also plays a pivotal role in contributing to guiding the public officials on how monitoring and evaluation processes should be conducted (RSA 2007:07).

Nelson (2016) explored monitoring and evaluation within a good governance perspective: A case study of Stellenbosch Municipality. The study concluded that lack of capacity in the three subject municipalities hinders the development and implementation of M&E. Maepa (2014) researched the monitoring and evaluation of metropolitan municipalities in Gauteng, South Africa. The study concludes that Impact Evaluation in South Africa can assist in measuring impact for effective and efficient delivery of minimum basic services in South Africa. The studies are almost similar concerning concept; however, the nature and scope of the studies differ vastly, as this study explores how Gauteng Department of Sports, Arts, Culture, and Recreation use monitoring and evaluation to ensure that the department's mandate of nation-building and social cohesion is achieved.

1.7 RESEARCH DESIGN AND METHODOLOGY

When conducting research, it is important to determine the techniques, methods, and approaches, which the researcher anticipates applying to gather or acquire data that will enrich the study.

1.7.1 Research approach, design and method

The research design is qualitative and it is based on conceptual as well as academic analysis by way of the literature review. Merriam (2009:05) states that qualitative research can be described as a form of research that extensively focuses on understanding how people interpret their life experiences, how they make their world and to what do they attribute their perspective and experiences. Johnick and Preston (2006:23) define qualitative research as an analysis of specific social or scientific context that emanates from the opinions of participants.

A quantitative study can be deductive or inductive or a combination of both depending on the research problem (Mouton and Marais 1993:30). A prime example of qualitative research would be, rather than finding out how many employees at the Gauteng Department of Sports, Arts, Culture, and Recreation uses tablet gadgets to execute their tasks, qualitative researchers would be interested in finding out how the introduction and massive use of tablets have impacted the productivity of the employees, what changes has the tablet brought in terms of the efficiency of the employees, what are the challenges that the tablet system poses to the employees.

Creswell (2009:30) argues, "Research designs are plans and procedures for research that span the decisions from broad assumptions to detailed methods of data collection and analysis". Generally, there are three kinds of research designs, notably, qualitative, quantitative, and mixed methods (Mouton and Marais 1993:30). This study will adopt a qualitative research design. Creswell (2003:181) alludes that it is difficult to conduct research projects which rely purely on one method or approach, however, this, study will employ qualitative method.

Qualitative research is used to find solutions to problem statements and produces described data based on the written and spoken words of people. Qualitative research methods are rooted in human or social science and are much different from

researching methodologies used in natural sciences. The term “qualitative research” usually refers to any kind of research that produces findings not arrived at utilising statistical procedures or other means of quantification (Creswell 2003:181).

Auriacombe (2007:52) states that qualitative research can be about social movements, organisational functioning, behaviour, or interactional relationships between phenomena. In some cases, some of the data can be quantified as they do with census data, however, the analysis remains qualitative in nature. It has further stated that qualitative research is an inquiry of understanding based on distinct methodological traditions of inquiry that explore a social or human problem. Qualitative researchers always erect a complex, holistic picture, analyses words, reports detailed views of informants and conducts a study in a natural setting (Creswell, 1998:52).

1.7.2 Content analysis

Johnick and Preston (2006:33), explicate that content analysis is a qualitative technique that entails the systematic description of spoken, written, and visual communication. Content analysis can be defined as a varied and extensive set of manual analysis (Merriam 2009:11). Content analysis is a technique of summarizing any form of content by counting different aspects of the content. In recent years the content analyses have evolved into an umbrella body to a boundless set of diverse research techniques. Johnick and Preston (2006:33) further argue that content analysis can be perceived as a study trace, which outlines and summarises old documents and artefacts.

1.7.3 Document analysis

Document analysis is a form of qualitative research in which the researcher interprets documents to give voice and meaning around an assessment topic. Analysing documents incorporates coding content into themes similar to how focus group or interview transcripts are analysed. A rubric can also be used to grade or score a document. There are three primary types of documents:

- Public records: The official, ongoing records of an organisation’s activities.

Examples include student transcripts, mission statements, annual reports, policy, manuals, student handbooks, strategic plans

- Personal documents: First-person accounts of an individual's actions, experiences, and beliefs. Examples include calendars, emails, Facebook posts, duty logs, incidents reports, and newspapers.
- Physical evidence: Physical objects found in the study setting. Examples include flyers, posters, agendas, handbooks, and training materials.

1.7.4 Conceptual analysis

Johnick and Preston (2006:33) argue that conceptual analysis can be defined as an analysis that breaks down the concept into more understandable parts. The conceptual analysis helps to provide a better understanding of the particular issue, which is part of the study. The method of conceptual analysis is the basis of the propositional analysis.

1.7.5 Data collection techniques

In order to gain further understanding and have the research question answered, the general principle is to collect data from various information sources. This process always requires more than one source of information, as such, all the sources collected should cover the same phenomena. There is a relevant literature material available for consultation both locally and globally, concerning monitoring and evaluation.

The source material ranging from relevant published books, journal articles, unpublished research papers, official and unofficial report documents, political speeches, relevant legislations and electronic information available on the internet will be used to endeavour to answer the research questions and address the research objectives to gain further understanding and solutions for the research problem, during the study.

1.8 SCOPE OF THE STUDY

The research is based on the effectiveness of monitoring and evaluation processes at the Gauteng Department of Sport, Arts, Culture and Recreation. It focusses on how

social cohesion and nation-building policies and programmes are monitored and evaluated at GDSACR, in the Gauteng Province. The conclusions and results of the study will be strictly based on the Gauteng Department of Sport, Arts, Culture, and Recreation; and certain generalisation may apply to other public institutions in South Africa. The Directorate: Monitoring and Evaluation at GDSACR is the focus interest, and managers from other directorates will also be interviewed to assess their perspective of M&E within the institution.

1.9 ETHICAL CLEARANCE

It is a general knowledge for the researchers to always act ethically and be respectful of other people's views. As a personal commitment, the researcher will research ethically, based on primarily commonly accepted standards of ethics for research. Participants will not be forced to be part of the study, all will take part voluntarily and they will be informed about the nature, methodology, and expected results of the research. All the participants were guaranteed confidentiality and non-disclosure. This study pertains to no deception; as such the researcher is committed to being open and transparent with all the participants.

1.10 STRUCTURE OF STUDY

This dissertation is structure into six chapters, which will enable the flow of information in a well-outlined and balanced manner.

Chapter One introduces the entire study; the study includes the general introduction, motivation, and background for the study and problem statement in order to provide the context for the study, especially from the South African point of view. Moreover, this chapter outlines the research questions and research objectives. This chapter also explains the terminology that is used throughout the study and discusses the research design approach used in this study. The chapter also provides a brief literature review, scope of the study, and ultimately, the chapter provides details about the organisation of the chapters in the research.

Chapter Two provides a literature analysis. This chapter deals with literature, concept, processes, and theories regarding monitoring and evaluation.

Chapter Three will provide a critical overview of the Gauteng Department of Sport, Arts, Culture, and Recreation.

Chapter Four will focus on the research methodology of the entire study. Designs and data collection techniques will be outlined in this chapter.

Chapter Five will focus on the data analysis and the interpretation of the results.

Chapter Six, this chapter will present the findings, recommendations as well as the conclusions of the research.

1.11 CONCLUSION

This chapter has briefly introduced the research covering the background, the origin of the research, what the study intends to pursue, and the importance of the research. The chapter briefly explained the concept of monitoring and evaluation. It has also briefly outlined the mandates of the GDSACR. Furthermore, it outlined what other academics have already researched, concerning monitoring and evaluation. The literature review, problem statement, research objectives, research questions, and the scope and ethical consideration of the study were also outlined. Lastly, the chapter outlined the research methodology that the researcher will employ to answer the research questions.

The next chapter deals with the literature review of monitoring and evaluation.

CHAPTER TWO: MONITORING AND EVALUATION

“Not everything that can be counted counts and not everything that counts can be counted” - Albert Einstein

2.1 INTRODUCTION

The previous chapter focused on the background, the motivation, problem statement, objectives, design, and methodology of the study. The emergence of M&E has had a significant impact on project and policy management. M&E has facilitated the shift from opinion-based management to evidence-based management which enabled project managers and funders to measure the inputs, activities, outputs and outcomes of the intervention (World Bank Group, 2014:33).

This chapter focuses on the concept of monitoring and evaluation. The main objective of this chapter is to explore the nature of monitoring and evaluation. The chapter also deals with the development of M&E, its purpose, processes, types of M&E, as well as general limitations of the practice.

2.2 LEGISLATIVE FRAMEWORK

This part of the study deals with all the relevant pieces of legislation that provide a basis for the M&E practice in the public sector. It outlines and discusses the framework which underpins and guides the implementation of M&E.

2.2.1 Government-Wide Monitoring and Evaluation System

According to the GWM&ES (2007:5), the main purpose of the Policy Framework for the Government-wide Monitoring and Evaluation is to guide the integrated framework of monitoring and evaluation practices, principles and standards to be used throughout the South African public service while at the same time operating as a high-level information system to deliver useful information. The Government-wide Monitoring and Evaluation System underpins the processes of M&E in all the government departments and State-Owned Entities at all levels of government.

The policy outlines the values and purposes of monitoring and evaluation; it further clarifies the principles, roles, responsibilities, implementation guide as well as the integration of M&E in other existing managerial systems in the government

department. The Policy Framework first came into existence in 2007, it was aimed at ensuring that M&E structures are put in place in South African Public Service. The Policy Framework encourages a thorough knowledge of planning, budgeting, and execution across all the concerned parties.

Various stakeholders who are tasked with ensuring the successful implementation of the GWM&ES. The stakeholders play a very significant role in providing relevant data for oversight. The role players include; The National Department of Planning, Monitoring and Evaluation (DPME), Statistic South Africa, the Auditor General, National Treasury, the Presidency, Department of Public Service and Administration, Public Service Commission, and the Offices of the Premier at the provincial level of administration.

The Presidency as the highest office in the country plays a very crucial part of M&E in South African public service. The Presidency should drive the monitoring and evaluation of government policies and programme to ensure that they reach their intended outcomes. The DPME was specifically established to oversee the implementation of M&E across and within the government departments and state-owned entities.

2.2.2 Constitution of the Republic of South Africa, 1996

The Constitution of the Republic of South Africa, 1996 regard monitoring and evaluation is as one of the most significant and necessary aspects of governance in South African public institutions. The Constitution has mandated the Public Service Commission with the responsibility to oversee the process of monitoring and evaluation in the South African Public Service. Section 196 of the Constitution states that amongst other things, the role and responsibility of the PSC will be to investigate, monitor and evaluate the human resources practice, organisation, administration, and provide corrective measures which will, in turn, ensure efficiency and effectiveness in performances of all the public sector organisations.

2.2.3 National Evaluation Policy Framework

According to the National Evaluation Policy Framework (2011:5), the policy attempts to promote the use of monitoring and evaluation for comprehensive improved public

services that yield long-lasting impact in all the communities. It also seeks to improve accountability and transparency in all the government proceedings. M&E is a standard procedure in South African Public Service, however, there are still gaps that need to be addressed as far as the implementation of effective M&E is concerned in SAPS. The National Evaluation Policy Framework provides ways in which the gaps can be filled.

According to the National Evaluation Policy Framework (2011:8), the policy seeks to establish evaluation as the important decision-making and strategic management tool in the public sector organisations in South Africa. The Framework is aimed at improving the evaluations that the government department undertake and ensure that the recommendations and findings are implemented to improve the level performance in the state departments.

The National Framework Evaluation Policy Framework has a considerable background of research as the framework was compiled after wide-ranging research on government evaluation systems. Tours for donor-funded projects were conducted in the United Kingdom (UK), United States of America (USA), Colombia, Canada, Malaysia, Australia, Mexico, and Singapore. Further information was also collected from government evaluation frameworks in India, Chile, and Brazil (The National Evaluation Policy Framework, 2011:8).

2.2.4 Public Finance Management Act 1 of 1999

The main purpose of the Public Finance Management Act 1 of 1999 (PFMA) is “to regulate financial management in the national government and provincial governments; to ensure that all revenue, expenditure, assets, and liabilities of those governments are managed efficiently and effectively; to provide for the responsibilities of the persons entrusted with the financial management in those governments; and to provide for matters connected therewith” (RSA, 1999:1).

In terms of monitoring and evaluation in public institutions, the PFMA plays a very significant role in ensuring that the government resources are utilised efficiently and effectively at both the national and provincial levels. The Section 38 of the PFMA No.1 (1999) states that every state entity or department must have an accounting officer,

whom in return will ensure that the department or the entity has a proper system of evaluating all major capital projects implemented by the government before the final decision (RSA 1999:36).

Section 2 of the PFMA also advocates for “effective, efficient, economical and transparent use of the resources of the department, trading entity or constitutional institution”. In the case whereby unauthorised, irregular or fruitless and wasteful expenditure is discovered, it should be immediately reported in writing informing the accounting officer of the nature of expenditure and corrective and appropriate measures should be recommended to ensure that the issue is addressed.

2.2.5 Batho Pele Principles

Batho Pele principles (notably; Consultation, Service standard, Redress, Access, Courtesy, Information, Openness and transparency, and Value for money) were developed to promote good governance and acceptable policy and legislative framework in terms of service delivery in South African public service. The principles are aligned with the requirements of the Constitution. The principles were developed with the idea of bringing the government to its people and speed up service delivery processes.

According to Ferreira, Erasmus, and Groenewald (2009:256), the main aim of the principles is to promote and maintain high service standards and acceptable ethics. The principles also aim to provide impartial, fair, without bias, and equitable services to the citizens. The Batho Pele principles also seek to promote efficient and effective utilisation of state resources, while at the same time responding to the needs of the citizens and encouraging public participation in government decision-making.

From the above-discussed policies and legislations, it can be deduced that South Africa has a policy environment that enables monitoring and evaluation to thrive in the public institutions and other sectors of the economy. The supreme law of the country, the Constitution of the Republic of RSA, endorses the practice of M&E. There is more that is still required to be done in terms of application and implementation, but the policy environment is enabling.

2.3 MONITORING AND EVALUATION

Monitoring and evaluation entail two different activities that are co-dependent in the realisation of strong successful M&E systems. The United Nations Development Programme (UNDP) describes M&E as a process consisting of systems erected to measure the performance of programmes or policies in order for the outcomes to be managed (UNDP, 2002:05). This allows M&E to be separated into two segments, monitoring as well as evaluation.

2.3.1 Monitoring

According to United Nations Development Programme (2009:8), monitoring can be described as the continuous process through which the stakeholders get consistent feedback on the developments towards attaining the common objectives of the policy or programmes which were implemented. Various public administration scholars deem monitoring as a process used to assess the developments as a result of a programme of action which was implemented to address certain issues, in public institutions or a company. Monitoring focuses more on asking questions such as “are we on the right track towards our goals”, “is our programme meeting all our projected mandates and goals at a certain time and period”?

A monitoring process can either be limited or broader, the difference is, a limited approach to monitoring in most cases concentrates on the assessment of the programme and tracks the use of the resources, while a broader approach to monitoring focuses on measuring the strategies and activities implemented by officials and also endeavouring to explore what other approaches can be exploited to ensure positive development on the policies and programmes implemented (UNDP, 2009:08).

Chaplowe and Cousins (2015:62) further describes monitoring as a strategic executive procedure that aids decision-making when it is implemented accordingly within an organisation. Based on the above-provided definition, the main function of monitoring is data collection from the time of programme implementation to the execution of the project. In order to aid decision-making, the data collected during monitoring should provide general information for different purposes, which can vary from; mandatory implementation of correct procedures, to monitor if right outputs are in place, to assess if the programme does not desert its main purpose, and also to check which

corrective measures can be taken to improve the standard of the programme and the way it is being carried out (Gosling and Edwards, 2003:92).

Monitoring is more concerned with assessing the effectiveness and efficiency of the programme implementation procedure as opposed to assessing the outcomes and impacts of the programme (Gosling, and Edwards, 2003:92). Monitoring is mainly focusing on the constant measurement of the actual implementation process. Gosling and Edwards (2003:92) further state that monitoring is different from other programme management exercises as it is a continuous exercise that mostly relies on systems.

Monitoring is part of quality assurance practice in project management. Gudda (2011:78) states that attending conferences, project meetings, executive briefings on project status, and interviewing the project managers and team members form part of monitoring in project management. The author further indicates that “validating the project management process, change control process, project tracking and status reporting mechanism, is also a critical aspect of monitoring (Gudda, 2011: 78).

2.3.2 Evaluation

Martens and Ginsberg (2009:170) claim that evaluation is a systematic application of social research methods to assess the strength and weaknesses of social interventions, including programmes, policies, personnel, products, and organisations. The Public Service Commission (2008:04) contends that evaluation is a measurement of either an on-going or completed project, policy or programme by assessing its design, results, impacts, outcomes implementation, as well as the resources employed to accomplish the programme. Blokdyk (2020:19) defines evaluation as a process of establishing a measure to gauge, the extent to which policy needs and results have been achieved and also scrutinise and outline the reasons for any dissimilarities and irregularities, based on the evidence versus the output.

Gosling and Edwards (2003:108) conceptualise evaluation as an exercise that assesses to what extend has the projected objectives and impacts of the intervention were achieved. In the essence of socio-economic policies, programmes, initiatives or projects, evaluations play a very pivotal role in determining the worthiness, relevance, and fulfilment of the objectives, mandates, effectiveness, impact, sustainability as well

as the development efficiency. Evaluations play other roles in programme management and the importance of evaluations will be discussed together with the significance of monitoring in this chapter.

The processes of project monitoring and project evaluations are two completely different processes which complement each other. In order for the process to fully function and yield results, strong monitoring and evaluation activities should regularly occur. It is vital for practitioners to understand the difference, and understand how the activities can be used for improved project management.

2.3.3 Nature and development of the monitoring and evaluation practice

Scholars of public administration such as Rabie (2011:20), and Crawford and Bryce (2003:1634), stated that the approach of monitoring and evaluation was influenced by policy analysis. Crawford and Bryce (2003:366) state that M&E was first used to determine the relevance and the impact of the socio-economic policies as well as trying to measure the performance of aid projects through various stages.

Rabie (2011:20) argues that the introduction of M&E approaches in policy analysis has shifted policy analysis from opinion-based policy analysis to evidence-based policy analysis. Since its inception, the practice of M&E has impacted various aspects of public administration, such as; accounting, reporting, programme management, strategy management as well as policy-making processes.

The origin of monitoring and evaluation is very hard to pinpoint as there is little written about the crux of this activity. Sithomola and Webb (2015:13) state that a link to M&E is drawn to the Second World War, when the United States of America started to spend vastly on the social sphere, as such, there was a need for a systematic assessment and measurement of the government spending. The demand led to the establishment of monitoring and evaluation since it was still new, M&E was unstructured and there was a little literature that existed in those days, except the unpublished documents which were used by the scholars of that time (Sithomola and Webb 2015:13).

The practice of M&E continued to exist after the US government publicised it; however, its existence remained minimal and indigenous to a few countries at the time. The British and American governments institutionalised and implemented the socio-

economic policies, which were developed to establish measures to curb the already deteriorating socio-economic. However, in order for those policies to be beneficial to its intended beneficiaries, there was a need for measurement and assessment and that is where the practice of M&E became necessary and popular (Sithomola and Webb, 2015:13).

Gray and Jenkins (2003:130) state that in America, M&E gained momentum during John F. Kennedy's administration, because at that time billions of dollars were spent by the government on social programmes. The amount of money used on socio-economic activities raised concerns among the citizens and other supports groups, and it was deemed necessary to have a properly structured M&E system to ensure transparency and accountability for the money government invested in socio-economic programmes (Gray and Jenkins, 2003:130).

With America being perceived as the "leaders of the free world" it is not a surprise that after their keen interest in the practice, other countries followed in the footsteps of America and started implementing the M&E activities. Gray and Jenkins (2003:130) further state that with the high amount of resources and time that the governments invest in socio-economic policies, the policies and projects needed to be monitored and evaluated to ensure returns on the investments made.

From the literature above, it is evident that it is challenging to pinpoint accurately the origins of M&E. It is also worth noting that the concept of M&E is relatively new dating back to early 1950s. It is also vital to note that the discipline has gone through various transitions in order to get to the point it is in the modern-day project and policy management.

2.3.4 Monitoring and evaluation in Africa

Shithomola and Webb (2015:17) stated that African the Evaluation Association is the leading M&E body in the African continent, and the majority of African M&E institutions refers to it for guidelines, principles as well as standards. In 1995, an international M&E conference was held to determine strategies which public, private and non-governmental organisation can employ to make their programmes, projects, strategies and policies effective and beneficial to their beneficiaries, and at the same time

ensuring that those in charge and those in positions of power are held accountable to the stakeholders and clients (Sithomola, and Webb 2015:17).

In the year 1999, the African Evaluation Association (AfrEA) was established as an official monitoring and evaluation body in Africa. The association is headquartered in Accra, Ghana, a western African country. This association serves as a mother body for all institutions, societies, individuals as well as networks of monitoring and evaluation within the continent. Sithomola and Webb (2015:18) state that the association represents the needs of the M&E bodies and also increasing the efforts of developing a strong African evaluation community.

According to Sithomola and Webb (2015:18), AfrEA was established in Africa because M&E was deemed necessary for the continent with strong socio-economic inequalities, it was also necessary because there was no new mechanism which could be used to hold those in charge of certain programmes accountable for any wrongdoing within these socio-economic established institutions.

Monitoring and evaluation in Africa can be attributed to the introduction of Structural Adjustment Plans as well as the huge number of Non-Profit Organisations which were funder-driven. In the NGO sector philanthropists and big corporations donate money and other resources to this type of community-oriented organisation and, in return, they want to see how their contribution is being used, and M&E is used as a tool to measure the impact and viability of the corporate social investment.

2.3.5 Monitoring and evaluation in South Africa

There is no exact era or decade in which the development of M&E in South Africa can be reliably linked to, however, Sithomola and Webb (2015:19) state that, the late 1980s and early 1990s saw the rise and interest in M&E in South Africa as there was a rise of Non-Profit Organisation. The establishment of NGOs and NPOs can be credited with the rise of M&E emergence in Africa. Sithomola and Webb (2015:19) state that in South Africa, educational programmes are the ones, which emphasised the importance of M&E practices in the country. Institutions such as Independent Development Trust and Joint Educational Trust were established to evaluate the progress of education in South Africa.

In the mid-1990s, South Africa became a democratic country and a new government was introduced. One of the first socio-economic initiatives was the Reconstruction and Development Programme (RDP); this led to a tradition of functional evaluation activities in the country. According to Mueller-Hirth (2012:653) M&E in South Africa was introduced and enforced mainly by international donors who invested in the country's education.

There were notable changes in the field on M&E in the country, institutions such as Southern Hemisphere Consulting and Development Service, South African Monitoring and Evaluation Association, and Khulisa Management Service. These institutions are the demonstration of how South Africa as a country, has embraced the research, monitoring, and evaluation practices (Babbie and Mouton 2011:337).

South African government has always been committed to monitoring and evaluation ever since it was first introduced in the country. The prominent indication that the country has embraced programme evaluation came in 2009 when the then President of the Republic of South Africa Mr. Jacob Zuma established the Department of Performance, Monitoring, and Evaluation (DPME) which falls under Presidency (Public Service Commission 2012:13).

The DPME was established to ensure that government resources are used effectively and efficiently across all levels of government (National, Provincial and Local government) in South Africa. In the context of DPME, programme evaluation is done through the implementation of constant assessment of the impact of the programmes that the government has implemented to tackle certain issues associated with certain target groups in the society (Public Service Commission 2012:13).

The introduction of M&E in Africa has seen very positive progress in terms of project management on the continent. It has certainly improved strategies in project management. In the context of South Africa, the concept of monitoring and evaluation is fairly a new practice in the South African Public Service; however, ever since the former President Mr. Zuma established the DPME the M&E has been structuralised and various formal ways of implementing it have been assessed and discovered.

2.4 PURPOSE OF MONITORING AND EVALUATION

M&E plays a very important role in tracking public institutions' achievements by regularly collecting information to assist in making sound decisions promptly, and at the same time ensuring accountability through evidence-based verification (Food and Agriculture of United Nations, 2019:7). M&E has a huge role to play in ensuring that the department's objectives are fulfilled and are relevant. M&E should always provide information that is useful and can also enable decision-makers to make changes where necessary (Babbie and Mouton, 2011:48).

2.4.1 Evidence for management skill and generalisation

According to the Public Service Commission (2012:4), M&E supplements the management decision-making process. At the same time, it also provides sound evidence that can be used in making decisions within the organisation. If the quality of the evidence produced is good enough and suitable for review, then M&E is a perfect tool for managerial processes. M&E plays a very vital role when managers have to prioritise and allocate resources, because, in most cases, the demands are always greater than the resources that the organisation has, also, programme monitoring and evaluation helps decision-makers on the aspects of development, programme design, and implementation processes. With that in mind, the programme evaluators must always be thorough and diligent when conducting their evaluations so that reliable information can be provided at all times to the decision-makers (Kusek and Rist 2004:115).

M&E can be used as a tool to develop knowledge that can be equally distributed globally for generalisation. However, distributing knowledge for generalisation requires a certain amount of validity and high level of accuracy as such M&E as evidence-based practice plays a very pivotal role in helping with regard to providing generalisable information which can be used beyond the area it was gathered as well as the context the data was attained (UNDP, 2009:128).

The UNDP (2009:128) states that M&E "should not be seen as an event but as a part of exercise whereby different stakeholders are able to participate in the continuous process of generating and applying evaluative knowledge". This translates to different ways in which managers can use M&E reports from other reports to try and fit it into

their programme. It also insinuates that skills learned in a different M&E exercise are transferable to any sort of M&E activity even if it is not entirely similar to the previous one.

2.4.2 Promotes transparency, accountability, and participation

The justification of heavily investing in socio-economic activities is that the results of such investment will vastly benefit the society for which the programme, project, or policy is intended. Public officials should always use public resources efficiently and effectively in order to achieve their mandated targets. In this regard, M&E can lay a hand in promoting transparency, participation as well as accountability.

M&E provides platforms for public managers to be accountable to the funders and shareholders of the projects as well as those the project is meant to aid (van den Berg and Carugi, 2010:14). Through constant and periodic assessment, accountability, transparency, and participation can be attained, as those who are in charge are held accountable and their progress is tabulated for all the parties concerned to see.

The UNDP (2009:128) states that the general objective of M&E is to assess the merit or worth of certain programmes and the impact they have on the lives of those intended to benefit from the initiatives. Generally, assessing the worth and merit would require the programme evaluators to establish who is responsible for what, with what resources, timeframes, and objectives, which also require openness and transparency. The UNDP (2009:128) states that in order for merits and worth to be assessed those in charge of programmes, initiative or policy making must be held accountable to all the policy or programmes yield in the end.

M&E help to ensure that the organisation's goals and initiatives are aligned and support the mandates of the organisation (UNDP, 2009:128). With proper M&E strategies in place, the methodological framework, the level of stakeholder's involvement in the programme implementation, the inputs, as well as the timing of evaluation will be assessed to see what is it that needs to be improved or changed completely (UNDP, 2009:128). M&E aims at pinpointing the root of any problem within the programme, and in most cases, bring the real nature of the causes to the public and see who and what contributed to mismanagement or maladministration of funds

and also ensure that those involved are held accountable for any contribution they have made.

Modern-day project and policy management processes are determined by reliable evidence, which is attained in various ways. Evidently from the literature above, M&E can be used for various ways to achieve various purposes that are vital in project management. When implemented accordingly, M&E can guarantee openness, transparency, and accountability which are the most critical aspects of project management.

2.4.3 Enhance project efficiency, sustainability, and effectiveness

One of the prominent reasons why organisations monitor and evaluate their existing policies is to ensure that they yield the expected results. Thus, through M&E service delivery can be simplified and modernised and the results could be a very effective, efficient, and can contribute in enhancing new effective ways of rendering services to the targeted group in the society. With proper M&E structures in place, public managers can be able to serve more people and provide service of better standards in a very economical manner (Sithomola and Webb 2015:25).

The monitoring part of M&E processes focuses on identifying the areas which may need urgent intervention, in order to ensure the efficiency, effectiveness, and sustainability of the policy or programme. Areas of high performances are also detected and relevant measures to expand on those areas implemented right after they detected. What has been stated and discussed above can be regarded as the main purpose of monitoring and evaluation (Gorgens and Kusek, 2009:37).

Most organisations prefer to fund the project at the time of need initially and ultimately, it is expected to continue running even after the funding has been stopped or cut short. M&E should determine if the project or programme is sustainable, and it can continue yielding results long after it was implemented. In cases where issues of lack of sustainability are detected, the programme monitors can determine together with specialists, management, and other stakeholders what measures should be put in place to ensure the sustainability of such projects (Steinmeyer 2002:76).

According to the UNDP (2009:127), M&E can be used to support programme improvements within the organisation, measure “what works, how and in what context”. The decision-makers in the organisations such as the management and the managers use the monitoring and evaluation report to make informed decisions which will enhance service standard, adjustments, and improvements to the existing implementation strategies.

In most cases, M&E is responsible for addressing more elusive and challenging aspects of any programme. By addressing such challenges, the management and the managers are provided with tangible evidence and probable solutions that can be employed to ensure that the programme achieves its projected objectives. The UNDP (2009:127) states that M&E allows managers to answer obscure questions that might have been missed during programme planning, and provide the managers with ways in which the problems can be avoided. In some cases, proper M&E practices may result in programmes completely put on hold or closed indefinitely depending on the findings of the final M&E report concerning the impact of the programme or project regarding their effectiveness, sustainability, efficiency, and effectiveness.

Effectiveness, efficiency and sustainability are one of the most critical aspects of project management. The three variables directly impact the progress and success of the project. When M&E is utilised accordingly it can bring about sustainability and effectiveness in the organisation.

2.4.4 Capacity building and organisation learning

According to Gorgens and Kusek (2009:371), monitoring and evaluation periodic assessment can promote learning and capacity building which in return can enhance the organisation as well as their associates. In the case of multi-disciplinary institutions, M&E can play a huge role in the acquisition of skills, the creation of knowledge, and the revision of knowledge and transforming knowledge for future institutional use.

M&E can be used for capacity building purposes as well as institutional learning of which the lessons are determined by qualified, skilled, and experienced programme evaluators. Through such learning and capacity building sessions, managers can

attain knowledge and strategies in which certain programmes can be carried out for future M&E activities. Gorgens and Kusek (2009:371) argue that skills and knowledge employed to carry out a certain programme could be transferable and that could be learned from the organisational learning and capacity building sessions.

“An evaluation framework that generates knowledge, promotes learning, and guides action is an important means of capacity development and sustainability of results” (UNDP, 2009:128). The outcomes from the monitoring and evaluation can be used to promote capacity building and team building with the organisation and also help to strengthen the relationships between the managers, stakeholders, officials as well as the beneficiaries. A good team spirit and communication satisfaction between the stakeholders, the managers, as well as the beneficiaries always yield positive outcomes, and M&E can be credited when such situations occur (UNDP, 2009:128).

It is evident that M&E is a profound and essential tool in project management. It serves the programmes with necessary direct inputs that seek to make improvements on the implementation in order to ensure maximized outcomes and impacts of policies and projects. It serves various purposes in the discipline of public and project management.

M&E plays a vital role in capacitating and upskilling the organisation’s staff in terms of new method of execution. When implemented accordingly, M&E can contribute to building a learning culture in the organisation and sustaining the culture for long time. M&E is vital in terms of maintaining and restoring institutional memory, more particularly in project management.

2.5 TYPES OF MONITORING AND EVALUATION

Just like in other disciplines, there are different methods and approaches to monitoring and evaluation. The approaches offer the official responsible an alternative as to how analysis can be carried out depending on the nature of the project or policy that is to be monitored and evaluated. For the purpose of this study, different types of programme monitoring and evaluation will be briefly discussed so as to bring context into the study.

2.5.1 Prospective monitoring and evaluation

Prospective evaluation is mostly conducted with an idea to provide management and stakeholders with a precise concept of what the proposed deal, policy, project, or programme may achieve if implemented accordingly. It also involves the determination of which personnel the projects need, the types of strategies which should be employed, as well as mechanisms that will be employed to measure the successes of the project. In this regard, prospective evaluation precedes all the other monitoring and evaluation activities (Morra-imas and Rist, 2009:9).

Prospective evaluation heavily relies on assessments of similar projects, which was carried before. The most imperative feature of this kind of evaluation consists of objective, goals, the plan to achieve mandated goals, theory, or change as well as the overall evaluation plan of the entire prospective project. According to Brown (2018:39), prospective monitoring and evaluation of programme play a very important role in determining the exact time in which the programme or project can be completed.

The prospective evaluation focuses on the probable outcomes of the projected policy or programme. Initially, it includes the valuation of participants, determination of needs, thoughtful analysis of the backgrounds as well as the gathering and collection of essential standard information. Prospective evaluation plays a pivotal role in assisting management distinguishing whether the objectives of the policy are strictly subjected to what the policy or programme is aimed. This type of evaluation answers questions such as “is this policy worth being implemented” or “will the benefits be worth of the expenditure and other related operational outputs” (Morra-imas and Rist: 2009:10). Prospective evaluation is important as it paves the way for any necessary administration before anything can be done.

2.5.2 Ongoing monitoring and Evaluation

Ongoing monitoring and evaluation the one of the most important assets during the project. In a period where a project is already implemented, there is a need for constant monitoring of the site, personnel, implementation as well as other factors which might contribute to effective and efficient service delivery. The ongoing evaluation is done to identify the shortfalls and strong points of the projects and determine where interventions and improvements are deemed necessary (George and Cowan 1999:1).

This approach attempts to detect shortcomings and improve the performance while the level of damage is still minimal. When ongoing monitoring and evaluation is taking place, decision-makers and managers responsible need to be briefed at all times when an irregularity is spotted, and the same should be done where there are signs of success (George and Cowan 1999:1).

It is through an ongoing M&E that serious calls for concerns are encountered, however, in many cases the ongoing evaluation is often conducted to determine the project's compliance with the policy framework put in place to oversee the implementation and execution of the programme (Morra-imas and Rist: 2009:9). The ongoing evaluation is also often undertaken to ensure that the programme is implemented as planned, in most cases, it is being done quarterly in the department, by using what is referred to as Annual Performance Plan and Technical Indicator Descriptions. Morra-imas and Rist (2009:9) further state that the ongoing assessments are also done to determine whether or not the proposed working logic corresponds with the actual operations of the projects. During that phase, the outcomes which come as a result of the implementation may be identified and recorded.

George and Cowan (1999:3) claim that outputs and ongoing processes of the project should be planned as part of the ongoing evaluation cycle. According to George and Cowan (1999:4), when a project is to be undertaken, there is a need for planning, and then actions. The evaluation of the progress of the actions then later review what has been done, achieved or, failures. This type of approach to M&E plays a significant role in determining aspects of the project, which are producing, or not in comparison to the standards, which were set out, during this phase of the project. The policy/project managers can learn a few lessons about the project for future relevant programmes. Patton (1994:312) suggests that an ongoing M&E is essential because it attempts to get unforeseen irregularities while the programme is being implemented and at the same time paves the way for summative evaluation, which in most cases succeeds ongoing evaluation.

2.5.3 Summative monitoring and evaluation

The summative monitoring and evaluation are deemed as the backbone for M&E processes and activities. Guskey (2000:56) states that summative evaluation is

commonly undertaken for assessment of overall outcomes of a policy or project that was implemented. A summative evaluation reviews the quality and work. It determines the extent to which the projected objectives and goals have been attained. It also determines if the attained outcomes can be attributed to the interventions made during ongoing evaluation or not. Furthermore, it seeks to determine if the conditions in which the project was completed under would or can affect the general outcomes of the projects. Guskey (2000:57) further argue that summative M&E also provides clarity about the feasibility and sustainability of the programme or public policy for the future.

Summative evaluations play a vital role in providing measures to improve the programme as well as providing apposite solutions to the apparent issues arising from the programme implemented (Patton, 1994:30). However, to conduct a summative programme evaluation requires an ample amount of time to complete in order to give the evaluator flexibility to be thorough and assess the actual maximum impact of the policy or programme which is under review.

Morra-imas and Rist (2009:12) argue that there is a very distinct difference between summative evaluation and its counterparts (notably prospective and ongoing monitoring and evaluation, mostly employed to guide improvements). Summative evaluation is designed to present the management with information that they can use to make fundamental decisions about the future of the programme or public policy, which is being monitored and evaluated.

The different types of M&Es identified and explored above provide insights as to how M&E is implemented. The three types further describe the period in which each of the types is relevant to implement in a stage of the programme. The prospective monitoring evaluation plays a significant role in concept development, if further assist the management to make financial projections. Ongoing monitoring evaluation is also critical as it provides ongoing progress of the projects, and allow for alteration where necessary. Summative monitoring and evaluation mainly assess the quality of what was achieved versus what was initially invested. All of the types of M&E provide significance to the programmes as they come on during the different stages of the project.

2.6 THEORIES AND APPROACHES UNDERPINNING MONITORING AND EVALUATION

Due to the heavy investments in socio-economic activities globally, the need for M&E is inevitable. For some NGOs to get funding, other funders require the monitoring and evaluation report. It shows that the discipline of M&E has reached a point where almost every organisation requires its own systematic M&E practice. Over the years in the development and evolution of M&E, theories of M&E and other related policies have been developed. This part of the chapter seeks to outline and discuss the theories of M&E and other theories that are related.

2.6.1 Theory of Change

There is no direct meaning that can be attached to the concept “theory of change” (ToC). The concept can mean various things to different people depending on their line of work or duty. However, Hannum, Martineau, and Reinelt (2007:67) state that the theory of change can be described as a documented summary of projected outcomes that explain how and why activities of the organisation will manoeuvre the changes that the organisation aspires to reach. ToC also explains the reason why the organisation believes the measures put in place will help in achieving their targets. Overall, the theory of change can be seen as a blueprint of the organisation’s programme, initiative, projects, as well as the policies (Hannum, Martinewu and Reinelt, 2007:67).

Funnell and Rogers (2011:2) also state that a theory of change can be used to assess the strongest areas of the programme, and they played a part in achieving the targets which were set. It can also be used to detect areas of low performance and identify them, and once identified, scrutinise the source of non-performance areas and ensure that, such issues do not occur again within the programme. The theory of change also plays a pivotal role in ensuring that the programme managers are furnished with proper mechanisms to ensure that few and necessary adjustments can be made along the process of policy or project implementation. In other words, a theory of change is dynamic documents that should be updated as time goes by, and new data is gathered (Funnell and Rogers, 2011:2).

Initially, the phrase theory of change was made popular by Weiss in 1995 to refer to the sets of hypotheses that can clearly articulate all the small steps that lead to the long-term goals of the initiatives (Anderson, 2004:2). It is also stated in Anderson (2004:2) that Roundtable conceptualisation of the concept theory of change also integrated the connection between the contents of the programme activities and the general outcomes measured every step of the programme. It further determines if the mini-stages assessed hints at the projected outcomes. The concept of theory of change was aimed at articulating all the objectives, how they will be achieved, and what is required to achieve those goals.

According to Tuck and Yang (2014:119), ToC involves identifying the actual targets of the programme that require services that the programme will provide. After the target beneficiaries have been identified, programme managers need to clarify the actual objectives and goals of the implemented project. The TOC also involves designing the programme or projects, mapping the causal pathway, drafting projected outcomes of the programme, designing performance indicators and then undertaking monitoring and evaluation of the implemented programme (Tuck and Yang, 2014: 119).

According to Blamey and Mackenzie, (2007:14) the TOC contributes a lot to impact pathways as it describes the fundamental assumptions behind the links of the pathways, as to what needs to happen in order for the underlying connection to be realised. Funnell and Rogers (2011:1) also emphasise that the theory of change is widely used in programme planning and development. The ToC plays a very significant role in providing programme managers with a blueprint of the programme and helping them to see what are the projected outcomes of the projects. In this regard, the ToC generates and establishes instrumental links in which a programme develops from the early stages to the outcome and impact stage.

Funnell and Rogers (2011:1) further state that ToC is a very important aspect of monitoring and evaluation, and its absence poses lots of problems concerning programme management. Abalang (2016:30) concurs that institutions who ignore the training aspect of M&E and induction of Theory of Change always find themselves with a many challenge with regard to project management as the ToCs provide a road map of possible achievements of the programme, while M&E continuously assess, refine, and shape the impact pathways into the desired outcomes.

A well developed and regularly updated theory of change can play a huge part in informing policy changes and programme improvement. If the TOC is well prescribed, it will be easy to formulate a proper foundation for the M&E structure for the programme. It also provides guidelines for choosing key evaluation questions, which in most cases addresses the key aspects in the TOC. The development of TOC plays a significant role in clarifying the purpose of the M&E activities within the organisation.

2.6.2 Results-based Management Approach

According to UNDG (2010:07), the result-based management (RBM) approach can be defined as a mechanism in which all the parties involved contribute precisely to ensuring that all the set objectives and mandates are achieved by ensuring that the inputs, processes, outputs, and services ultimately contribute to projected results. It is further stated that the result-based management approach relies on “clearly defined accountability for results and requires monitoring and self-assessment of progress towards results, including reporting on performance” (UNDG, 2010; 07).

The results-based management approach plays an integral part in the monitoring and evaluation system of every organisation. It is deemed as a life cycle approach that begins with the programme from the planning stages, (in this regard setting up the vision of the programme and drafting impact pathways which will guide the programme to its final stages) (UNDG, 2010:07).

In the RBM approach, once the planning stage has been completed, the implementation starts, and monitoring and evaluation become a principal activity in order to make sure that the projected results are achieved. Through this approach, important information concerning the implementation of the programme will be established by monitoring and evaluation, and the same information can be used to revise the implementation strategy and decision-making as well as lessons learned for future programmes (UNDG, 2010:07).

Result-based management comprises of three notable aspects such as accountability, inclusivity, and national ownership (UNDG, 2010:7). In order for the organisation to successfully implement results-based management, the features mentioned above should be incorporated into approach from the beginning to the end of the programme.

According to UNDG (2010:07), in the subject of performance management, the issue of accountability, inclusivity, and national ownership have a predominantly occupied level of high importance in programme management. The concepts of accountability, results, inclusivity, and national ownership are often misunderstood in the context of RBM. The concepts are discussed below.

For any programme implemented to be able to produce results, there is a huge need for accountability. In the context of issues of national importance, the governments are considered the executing proxies of policies, and they are held accountable by the people who elected (in most cases through parliament) them to deliver on matters of national concerns. The government is held accountable for the outcomes of the programmes which are considered national goals no matter what the outcomes are (UNDG, 2010:8).

2.6.3 New Public Management

New Public Management (NPM) is an approach used in public service organisations to ensure that the mandates of government are carried out employing more hands-on professional management in an organisation. According to the United Nations Development Group (2010:7). The NPM is characterised by explicit high standards of ethics and continued efforts.

Gruening (2001:1) states that the origins of New Public Management can be traced back to public-choice theory and managerialism. The NPM began in the late 1970s and early 1980s. Some of its pioneers and practitioners emerged in the United Kingdom in the 1980s and it was also practised in the local government of the United States of America during that period. The USA and UK successfully implemented the NPM and later, Australia and New Zealand started implementing the NPM. After its success, the Organisation for Economic Co-operation and Development (OECD) countries started using the NPM in their governance.

Table 2.1. Characteristics of New Public Management

Cost management

Accountability for performance
Performance reporting and auditing
Strategic planning and management
Improved systems of financial management
Performance measurement
Improved accounting systems
Analysis and evaluation

Gruening (2001:2)

Table 2.1 above illustrates the key characteristics of NPM. It is important to highlight that the characteristics underpin monitoring and evaluation and vice versa. M&E influence accountability in programme management, it also advocates for improved performance management systems. Various theoretical concepts influence the NPM in public administration, and it also necessary to note that the M&E also influences the NPM.

According to Robinson (2015:7), the New Public Management approach was seen as a replacement for old public administration models. The author further state that its main focus is to be cost-effective while producing services of good quality. The NPM also promotes the integration of private sector management style into the public management, and it also emphasizes on the input and output control through evaluation, performance management as well as audit.

According to Vigoda, (2003:812), the NPM was introduced to bring the business element in public administration to improve the quality of services and efficiency. The model was adopted in order to be more efficient in involving government clients to form part of them in the decision-making process (Vigota 2002:139). The introduction of the NPM has changed the face of public management in a very positive way. The model was mostly adopted in the OECD countries and many non-OECD countries introduced the model in their administration after realizing how effective it is. After

gaining massive popularity, the model was then endorsed by most of the international aid agencies, however; the model later had unconvincing influence and impact.

The effectiveness of the NPM in the developing countries was noticeable as it reduced corruption and increased accountability and openness in the public management processes. The results of the NPM were consistent and far-reaching as it provided a consistent agenda for reform (Robinson, 2015:9).

2.6.4 Logic Framework Approach

According to Ortengren (2004:3), the Logic Framework Approach (LFA) is a tool utilised to measure and assess the objective-oriented planning of projects. The approach employs the notion that the project manager should assume the central role during the project planning process. The model also advocates for situations whereby all the stakeholders involved in the project are clear about their respective roles and the project owner takes ownership of the programme by planning all the facets of the programme including following up on the progress of the project.

According to the Australian Government (2005:1) is an analytical management tool that helps the decision-makers to plan and analyses the ever-changing situations in programme management. Although the LFA advocates for total ownership of the planning process by the project manager, the model also encourages assistance in the planning process, more particularly where and when it is needed and can be useful (Australian Government, 2005:1). Just like many other models in public and project management, LFA also seeks to play a significant part in improving the quality of project implementation and operations, and in terms of the LFA, quality can only be improved if the implementing manager has a good understanding of the methods and tools and utilise them all the time to ensure the success of the programme.

In project implementation and management, the LFA is predominantly used to identify challenges and areas of needs within the project. It is also used to facilitating selecting and setting priorities within the project (Ortengren, 2004:5). LFA is also one of the key assets in the monitoring and evaluation of progress within the project. It is also used as a framework of questions which can be used in a dialogue between the different stakeholders in the project.

Table 2.2: Evolution of the three generations of the logical framework approach

LFA Generation	Main Feature	Major Improvements	Major Pitfalls
1 st Generation	The LFA as the main results	No tool available to give a complete overview and understanding of a project in a condensed format	Unclear terminology is prone to wrong interpretation. Unclear links between levels No clear process leading to the LFA Lack of stakeholder involvement. Rigid approach Aim perceived as filling the boxes of the LFA
2 nd Generation	The introduction of a team process leading to the LFA	Steps leading to the development of the LFA are proposed. Better stakeholder involvement at each step through ZOPP workshops, allowing early feedback and resulting in more relevant LFA	Unclear terminology is prone to wrong interpretation. Unclear links between levels Rigid methodology Unclear success measures

			No integration with other PM tools
3 rd Generation	<p>The steps are better defined and</p> <ul style="list-style-type: none"> • The steps leading to the • No common and unclear 	<p>The steps are better defined and</p> <ul style="list-style-type: none"> • The steps leading to the • No common and unclear 	<p>The steps are better defined and</p> <ul style="list-style-type: none"> • The steps leading to the • No common and unclear

Couillard, Garon and Riznic (2009:33)

In the context of M&E, LFA provides a basis for M&E in programme management; it further provides a coordinated series which leads to the final execution of the task. The fact that it also enables the project managers to participate in the monitoring of the programmes actively makes it a more reliable strategy and active tool to execute M&E related tasks in programme management.

There are various approaches and theories that underpin the discipline of monitoring and evaluation. Each of them provides a different model that contributes to the development and advancement of M&E. ToC provides a clear pathway of how to achieve impact. RBM advocates for the achievement of the set objectives and mandates to ensure return on investment. The LFA also provide basis for thorough planning that is objective-oriented to ensure maximum results. All the approaches and theories are different but ultimately contribute to the development of M&E as a discipline.

2.7 MONITORING AND EVALUATION IN SOUTH AFRICAN PUBLIC SERVICE

In implementing monitoring and evaluation systems, management has a huge influence on the process. According to the International Federation of Red Cross and Red Crescent Societies report (2011:13), it is the responsibility of the management to manage the M&E systems, by tracking the performance indicators, developing narrative project reports. It is also the responsibility of the management to execute decisions and provide strategic planning for the project.

In the context of South African public service, the Public Service Commission is the institution tasked with promoting democratic principles that are deep-rooted in research, monitoring, and evaluation (PSC, 2008:1). The management team have the responsibility to keep track of what is happening in the project, what progress is being made, which aspects of the programme requires corrective measures to be implemented. The management should be actively involved in the implementation of the practice, and they should not only be the recipients of the monitoring and evaluation reports. Involvement of the management in M&E increases the likelihood of the programmes succeeding. For example; the human resource management unit has a role to play in terms of recruiting skilled staff to meet the service delivery requirements (PSC, 2009:21)

The management needs to be thoroughly equipped with the knowledge, skills, and M&E processes (Mikkelsen, 2005:263). The skills and knowledge will enable them to actively take part in the implementation and assessment of the programme, appropriateness, and relevance of the programme, areas of improvement, and areas that require intervention. It is also vital for management to be actively involved in the implementation of the M&E systems as that would give them an insight into what they could do better to advance the programme.

According to Mikkelsen (2005:263), monitoring and evaluation are widely regarded as the managing tool, and as an essential part of project management. Furthermore, in order to for M&E to serve the management effectively, the M&E functions should be undertaken by a specific unit within the project. In most cases, it is also the decision of the management of when the thorough programme evaluation should be conducted.

Mikkelsen (2005:264) states that communication is one of the essential aspects as far as programme management is concerned. If the management is involved in the implementation of the M&E processes, it could seriously influence effective communication strategies. Effective communication can contribute to the enhanced implementation of the project and it can also lead to informed decision-making.

2.7.1 Monitoring and Evaluation in South African public service

According to Naidoo (2012:312), monitoring and evaluation have been implemented in South African public service since 1995, although it was not properly structured. The M&E only began to take shape in South African public service in 2000. In this period the new democratic government was laying the foundation for some of the new socio-economic policies that were aimed at improving the lives of citizens. During the early years of the democratic government, M&E was largely absent in most government settings and planning.

In the early stages of the then-new government, the state invested heavily in sending people abroad to attend seminars and conferences about monitoring and evaluation. Throughout the African continent, there were already various donor founded initiatives that sowed seeds for M&E, and in the way paved a way for the effective practice of M&E in those countries.

2.7.1.1 Role of PSC in M&E in South African Public Service

Towards the end of the first democratic administration, the Public Service Commission (PSC) was tasked with driving the process of monitoring and evaluation in the South African Public Service, which led to the passing of the Public Service Commission (PSC) Act 46 of 1997. The PSC Act gave the commission new sets of powers and mandates, which caused the commission to break away from its founding responsibilities of 1912. The new responsibility and mandates included focusing on galvanizing support for monitoring and evaluation in the public service, through investigating matters taking place in all the public sector organisations (Naidoo, 2012: 315).

In changing the responsibilities and mandates of the PSC, the commission had to respond to the challenges that the democratic South African encountered in order to redress the legacies of the apartheid government and bring about positive changes for the benefit of all the citizens. In the 21st century, the PSC has taken the responsibility of overseeing the implementation of M&E in the South African public service. The PSC was responsible for developing and leading M&E in South Africa by forming partnerships with the South African Monitoring and Evaluation Association as well as the African Evaluation Association (Naidoo, 2012:315).

The re-modelling of PSC has been characterised as being the guardian for good governance in South African public service. The PSC uses the nine constitutional values and principles for public administration as its key monitoring and evaluation framework (Naidoo, 2012:315). The constitutional values and principles are deemed as a wide-ranging explanation of good governance, which entails globally recognised values for good governance including openness, fairness, transparency, and accountability (Naidoo, 2012:314).

Below is the table 2.3 as illustrated by Naidoo of the constitutional values and principles used by the PSC to conduct monitoring and evaluation in the South African public service.

Table 2.3: The Constitutional values and principles used by PSC to enforce M&E in SA public service

Constitutional values and principles used by PSC to conduct M&E	Engagement in area	Products
Efficiency, effectiveness and economy of the public service	Produce reports on the level of financial management in the departments	Reports on the management of financial misconduct
A development of oriented public service	Track the level of public participation in the department and ensure that society gets involved in public service	Produce reports addressing the level of public participation
Provision of services which are impartial, fair, equitable and without bias.	Assess service delivery from citizen perspectives, by conducting Batho Pele (people first) surveys, as well as announced and unannounced inspections	Reports on adherence to the 8 Batho Pele principles

People's needs must be responded to and the public must be encouraged to participate in policy making	Assessment of departmental-public interface processes, to assess the extent to which policies are relevant	Assessment through Public service monitoring and evaluation System Analysis of complaints received
Accountable public administration	Processes which call leadership to account monitored, e.g. Management of the evaluation of Heads of Department, as well as the implementation of all other monitoring and evaluation processes Reporting on results of departments to political oversight committees	Overarching reports such as the State of the Public Service reports indicating the effectiveness of the accountability framework. Implementation of compliance systems
Transparency to be fostered through the provision of timely, accurate and accessible information	Through media briefings, roundtables, hearings, reports, the PSC puts into the public domain performance assessments of departments	
Good human resources management and career development practices to maximise human potential must be cultivated.	Assessment of HR practices in order to know whether it has the desired effect. Policy Advice	Adjudication of grievances

	Adjudicate grievances referred to it after internal departmental processes have been exhausted	
A representative public service	Assessment of progress against targets	Reports on the state of representativity in the Public Service

Naidoo (2012:316)

Monitoring and evaluation have evolved immensely since its introduction. From 1995 when the practice was formally introduced, the practice was practically new therefore, the structure and background were not that effective or strong. The government's investments in the practice helped in the evolution of the practice in South Africa. The decision to alter the mandate of PSC was also pivotal in institutionalizing the M&E practice in the South African public service.

2.8 CONCLUSION

This chapter provided a theoretical and legislative framework that underpins M&E. The theoretical work of the study entailed the theories and concepts of M&E. This chapter analysed the theory of Change, Results-based management approach, New Public Management, and Logic Framework Approach. The legislative framework of this study consisted of the Republic of South Africa Constitution, the Public Finance Management Act, the Batho Pele principles, the National Evaluation Policy Framework, and the Government-wide Monitoring and Evaluation Framework.

The next chapter focuses on monitoring and evaluation at the Gauteng Department of Sports, Arts, Culture, and Recreation.

CHAPTER THREE: OVERVIEW OF THE GAUTENG DEPARTMENT OF SPORT, ARTS, CULTURE, AND RECREATION

“Sport has the power to change the world. It has the power to inspire. It has the power to unite people in a way that little else can. Sport can awaken hope where there was previously only despair” - **Nelson Mandela**

3.1 INTRODUCTION

The previous chapter discussed the theoretical aspect of monitoring and evaluation. The GDSACR is a provincial department in the Gauteng Province with a key mandate to provide and promote a better sporting environment for the people of Gauteng. The department derives its mandate of social cohesion and nation-building from the National Development Plan's (NPD) Outcome Approach.

This chapter provides an overview of the Gauteng Department of Sport, Arts, Culture, and Recreation, by revisiting its structure, and mandate. The chapter further focuses on the entire process of monitoring and evaluation scope within the department. The chapter starts by providing a background of M&E as far as the Department of Sport and Recreation is concerned. Then the tools used for monitoring and evaluation will be identified and analysed. The chapter also assesses the methods and periods in which the department carries out its monitoring and evaluation activities.

3.2 GENERAL OVERVIEW OF GAUTENG DEPARTMENT OF SPORT, ARTS, CULTURE, AND RECREATION

According to Tempelhoff (2006:04), the Department of Sports and Recreation was one of the last departments which were created by the apartheid government due to the raising pleas from sports administrators, and athletes' groups in 1965. In 1965, the department was established with Jan Botha being its first secretary of that time. In the beginning, the main aim of the department was to render services as opposed to exercising control and the administrative duties were initially assigned to volunteers.

Hanold (2012:33) states that Sports Administration in South Africa was hindered in 1964 when the International Olympic Committee (IOC) imposed sports embargo against the South African government due to their segregational policies against the black South Africans. The sanction continued until the early 1990s after there were

noticeable changes in the South African political landscape. In the early 1990s, the political climate changed and most political prisoners including Nelson Mandela were released from prison and that brought South Africa closer to democracy.

In 1994, South Africa held its first democratic elections and the African National Congress emerged victoriously. The democratic government abolished the Bantustans system and replaced it with the province system, which was an integral part of constitutional negotiations which took place pre-1994 (Venter and Landsberg, 2006:102). The province system leads to the establishment of provincial administration in which provincial departments such as the Gauteng Department of Sport, Arts, Culture, and Recreation were established democratically and had a constitutional mandate (South African Government, 2020:Online).

The provincial government is given powers to create its own constitution which will govern the provinces in conjunction with the national constitution. The provincial government is led by the premier who is elected. The Constitution limits each premier to serve only two terms, unless if the premier assumed office in the middle of the term due to the resignation of the previous premier or any other reason (Besdzick, 2006:116, in Venter and Landsberg 2006).

In the context of the provincial government, the premier exercises his or her authority in conjunction with the Members of the Executive Council (MEC). The MECs are the equivalent of ministers on a provincial level (Besdzick, 2006:116, in Venter and Landsberg, 2006). The premier appoints the MECs to oversee different strategic portfolios within the province. The current MEC for the Gauteng Department of Sport, Arts, Culture, and Recreation is Ms. Mbali Hlophe who was appointed on 29 May 2019. She succeeded the former MEC Faith Mazibuko.

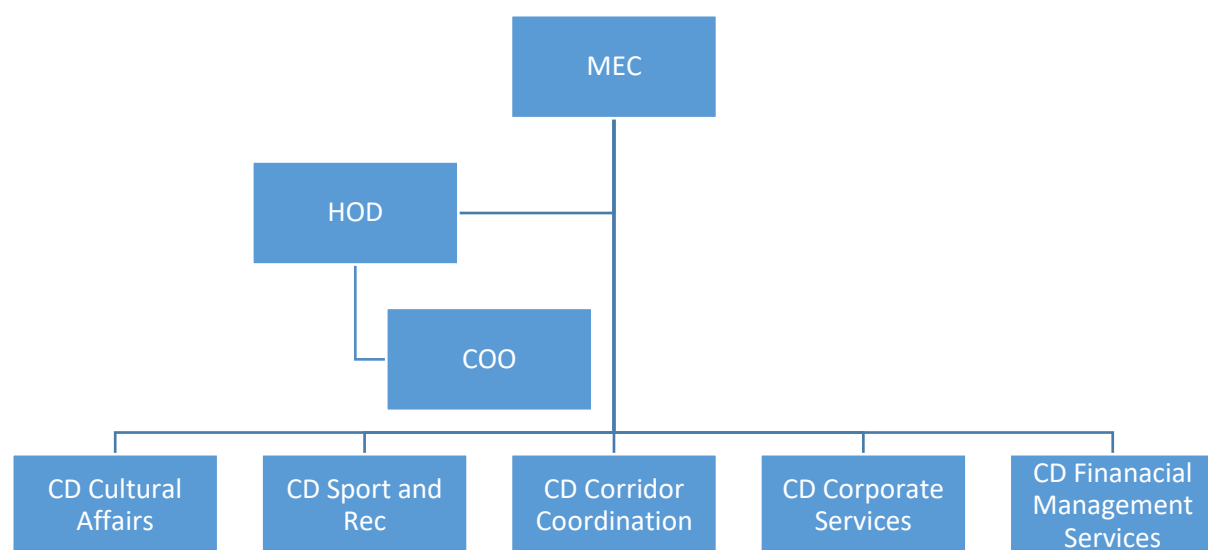
The Gauteng Province Department of Sport, Arts, Culture, and Recreation is one of the government institutions tasked with the Outcome 14 of the National Development Plan, which is nation-building and social cohesion. Due to the painful past of racial segregation in South Africa, the country remains divided even after 25 years since the dawn of the new democratic government in South Africa. The fourth administration in democratic South Africa deemed it fit to use sport to encourage and promote nation-building and social cohesion.

3.3 ORGANISATIONAL OVERVIEW

This segment of the study provides an organisational overview of the entire Gauteng Department of Sport, Arts, Culture, and Recreation. It indicates how M&E fits in within the structure and how it helps the department meets its objectives.

3.3.1 Organisational Structure

Figure 3.1: GDSACR Structure SACR 2018/19 Annual Report

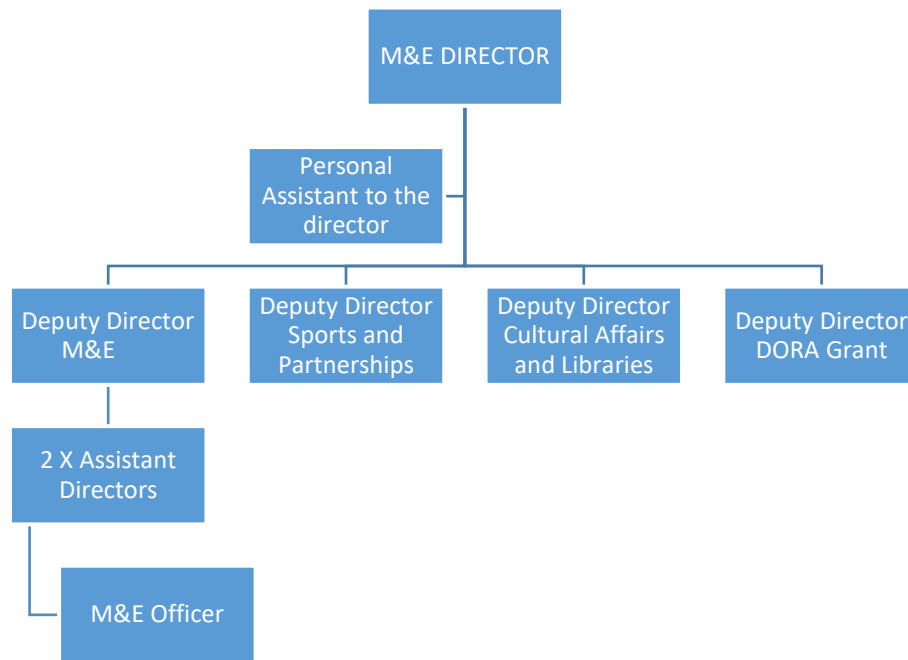


Source: GDSACR 2018/19 Annual Report

The GDSACR went through massive structural change in the 2017/2018 financial year in which the chief directorates were reduced from ten to only five chief directorates. The current organisational structure consists only of five chief directorates which include cultural affairs, Sport and recreation, Corridor Coordination, Corporate Services, and Financial Management Services.

3.3.2 Organisational structure of GDSACR M&E Unit

Figure 3.2: The diagram disseminates the organisational structure of GDSACR M&E Unit



Source: Adapted GDSACR M&E Framework (2016: 22)

The GDSACR M&E unit is made up of six officials. It consists of the director, the personal assistant to the director, four deputy directors from M&E, Sport and Partnerships, Cultural Affairs and Libraries, and DORA Grant. The unit has two assistant directors and one M&E officer, making a total staff composition of nine people within the unit (GDSACR 2017/2018 M&E report).

3.3.3 GDSACR M&E Human capacity and Capacity Development

Throughout the study, it has been stated how complex and relatively new the concept of M&E is to South African public service. It is therefore essential for human capacity and capacity development in order for DGSACR to effectively implement M&E systems. Thus, the staff needs to possess certain competence that will enable them to perform their duties and responsibilities (GDSACR M&E Framework, 2016:18).

To boost M&E human capacity and capacity development, DGSACR has three main approaches that entail systems capacity development which targets the entire development for capacity development. DGSACR also attempts to build M&E capacity by institutionalising organisational capacity development. GDSACR achieves that by involving the structures and systems within the department and in most cases, it often

includes the M&E unit as well as the programme's staff and capacitates all the members of the staff on M&E.

Another approach to human capacity and capacity development is to develop individuals. This approach focuses on providing individuals within the department skills to advance the department's M&E capacity. The process usually involves the identification of suitable people to be trained for any M&E related skill and providing them with bursaries, affording them study leaves and other favourable learning environments for education, in-service training, mentoring, and long-term field supervision. All of the above is done with the hope of advancing M&E knowledge and capacity within the department (GDSACR M&E Framework, 2016:23).

3.4 CORE FUNCTION OF GDSACR MONITORING AND EVALUATION UNIT

According to the GDSACR M&E Framework (2016:23), the monitoring and evaluation unit is the main coordinating component responsible for implementing M&E in the entire department. Table 3.1 illustrates the core functions of the M&E unit in the department.

Table 3.1: Core functions of the M&E unit

M&E Function	Key Activities
Planning for M&E functions	<p>Five Year Strategic Plan;</p> <p>Review high-level indicators</p> <p>Identify/schedule major review/evaluation processes for the five years.</p> <p>Annual Performance Plans</p> <p>Develop programme and project performance indicators</p> <p>Planning of institutional M&E processes</p>
Monitoring	Monthly data capturing by project managers

	<p>Monthly analysis of progress against operation plans and reporting</p> <p>Quarterly results monitoring</p>
Evaluation	<p>Five-year review</p> <p>Mid-term review</p> <p>Annual programme and departmental review</p> <p>Periodic internal and external evaluations</p> <p>Develop terms of reference, produce and manage service for evaluations</p>
Reporting	<p>Quarterly and annual</p> <p>Quarterly performance monitoring reports</p> <p>Annual performance monitoring reports</p> <p>Evaluation reports</p>
Data quality supervision and assurance	<p>Conduct the audit of performance information to assess the six dimensions of data quality (Validity, reliability, completeness, precision, timeliness and integrity)</p>

Source: GDSACR monitoring and evaluation Framework (2016:20)

Table 3.1 above shows that M&E is an integrated process with various activities. Planning is an integral part of M&E in the institution, it sets out guidelines and timeframes for M&E activities. It can also be argued that the department, implements M&E in a generally accepted way. With the current structure, the department's M&E function is clear.

3.4.1 Roles and responsibilities of the M&E unit

In terms of coordination and leadership, the M&E unit plays a very significant role in providing leadership and ensuring that overall coordination of M&E activities are in

place and well planned. M&E is a very complex practice; as such, it requires excellent leadership and coordination. The unit also plays an essential role in systems and design development. The unit is constantly assessing the department's M&E processes to ensure relevance in the changing environment. It also provides clarity on the objectives of GDSACR and the development of performance indicators and developing new M&E tools for specific projects (GDSACR M&E Framework, (2016:22)).

M&E requires extensive experience and certain knowledge, as such, it is important to have an M&E unit and it also provides implementation support to the programme. The support includes technical support to programmes on the implementation of the M&E systems across all levels of the department; the technical supports entails the implementation of monitoring, programme schedule, and identification of areas of concern. The Unit also plays a significant role in the reporting processes by making sure that reliable quality data for assessment is available, and using the data to develop monitoring and evaluation reports. This takes place through data audit and verification (GDSACR M&E Framework, 2016:22).

According to GDSACR M&E Framework (2016:23), in terms of putting the reports to use, the M&E unit ensures the use of information by maintaining the records of the recommendations in the M&E reports and making follow-ups and monitor if the recommendations are being implemented or not. Disseminating knowledge gathered through M&E processes is another important role played by the M&E unit. The M&E unit also works closely with the Strategic Planning and Performance Reporting Directorate in order to finalise the reports.

In terms of executive authority in the department, the M&E also serves as a mouthpiece for the Members of the Executive Council. Every quarter, there is a quarterly performance review, in which the M&E directorate report to the MEC on the findings, and how many targets were achieved. The M&E plays a role beyond informing the executive; it also provides relevant information regarding political oversight. The M&E unit also plays a significant role in providing information that can be used for provincial and national statistics. The M&E unit is also accountable to the Accounting Officer in this regard the Head of the Department (HoD) as well as the accounting authorities such as the Executive Management Team and in some cases,

the Auditor-General South Africa. The unit is the first unit any accounting authority reach out to, as they are responsible for providing evidence for everything they have reported on, and corroborate their findings.

3.5 GENERAL OVERVIEW OF THE GDSACR'S M&E FRAMEWORK

The Gauteng Department of Sport, Arts, Culture, and Recreation Monitoring and Evaluation Framework is divided into six sections which include the background, the context, M&E organisational structure and capacity, M&E tools, approaches and methods, and review of the framework. It was developed in 2016 to provide support and guidance for departmental monitoring and evaluation practitioners.

3.5.1 Objectives of the GDSACR M&E framework

Generally, carrying out monitoring and evaluation requires a strategy to outline what needs to be done, why, how, by whom, where, and when. The Gauteng Department of Sport, Arts, Culture and Recreation M&E Framework was developed to match the department's 2009-2014 Strategic Plan, the Outcomes Plan, the Annual Performance Plan and other priority plans of the department and the province to support the implementation of projects and intervention towards the achievement of a better life for the people of Gauteng and South Africa in general.

According to the GDSACR M&E Framework (2016:06), the main objective of the framework is to "provide a comprehensive and integrated strategic monitoring and evaluation direction to the department to determine how best to maximise the delivery of service that will improve the lives of the people in Gauteng Province". The framework provides a series of steps that need to be followed in the monitoring and evaluation of the department's interventions, programmes, and projects.

Below are the objectives of the framework as cited from the GDSACR M&E Framework (2016:06)

- ❖ To define a list of key performance indicators that will enable the tracking of progress in the most critical areas of the projects and programmes in the department;
- ❖ To promote transparency and accountability;

- ❖ To promote a culture of continuous learning and improvement within the department;
- ❖ Strengthening monitoring and evaluation capacity;
- ❖ Develop clear M&E tools, approaches, methods and processes that will enable the systematic and accurate collection, collation, processing, analysis, interpretation and reporting of performance information;
- ❖ Document, provide feedback on, and disseminate results and best practice findings for an improved project and programme performance; and
- ❖ Provide reliable, timely and relevant information for decision-making on amendments, improvements and /or termination of projects, policies and programmes.

3.5.2 Legislative framework that underpins M&E at GDSACR

The Gauteng Department of Sport, Arts, Culture, and Recreation monitoring and evaluation framework is informed and regulated by a set of policies and legislations. Legislations play a very significant role in project management in informing the planning, implementation, and reporting. Moreover, the legislation also plays a pivotal part in ensuring that key principles are adhered to when implementing the department's policies and projects.

Table 3.2. Legislative Framework that underpins GDSACR M&E Framework

Subject	Purpose	Role
The Constitution of the Republic of South Africa, 1996.	To stipulate important rules that promote good governance	To provide scope and guidelines for good governance.
The Public Finance Management Act, 1 1999.	To stipulate how public finances should be utilised.	Promote ethical, transparent and effective use of public funds.
Gauteng Department of Sport, Arts, Culture, and Recreation Strategic Plan 2016.	To outline all strategic plans and visions of the department over a short, medium, and a long-term period.	To provide guidelines and timelines for government projects.

The Framework for Managing Programme Performance Information 2012	Outline strategies that should be used to manage performance in public service.	To provide basic instructions on how to manage programme performance.
The Gauteng Monitoring and Evaluation Policy Framework 2012	Provide outlines, and timelines of M&E within Gauteng Provincial Government	TO guide M&E implementation in Gauteng Provincial Government.
The Policy Framework for Government-Wide Monitoring and Evaluation System 2007.	Provide a national outline for M&E within the public service	Provide basic instructions of M&E in public service

GDSACR M&E Framework (2016:16)

The Frameworks mentioned above play a very significant role in support of M&E implementation in the public service, they provide guidelines, frameworks, and instructions on how to implement M&E in public service. The Constitution the supreme law of the country, provides provisions for M&E in the public institutions. The PFMA also plays a role in advancing financial accountability and transparency on how public money is spent. All the legislations and policies discussed above, are important for the successful implementation of M&E in the public service.

3.5.3 Underlying principles of the SACR M&E Framework

According to the GDSACR M&E Framework (2016:13), the framework should be easily accessible for all the relevant actors, and it should be well understood by everyone involved. The framework should not be complicated, it should be user friendly, and the information it entails should be useful to all the relevant stakeholders of the institutions. Furthermore, the components of the framework should be incorporated into the existing system. That will enable the easy flow of information and data from the stakeholders to all the concerned parties (GDSACR, M&E Framework, 2016:14).

The GDSACR M&E Framework should promote and entrench the practice of M&E to stimulate the effective and efficient implementation of the projects and usage of public resources, tools, time, information, and methodologies. The framework does that by providing the basis for how the M&E should be implemented following the available legislative framework. It should also be able to create a culture of learning and capacity building; it is done by using the information derived from the monitoring and evaluation to create new knowledge and learn from it.

In all the aspects, the framework should identify areas of success in the projects, in terms of approach to implementation, design, institutional factors, and contributing and constraining factors. Those components should be identified through tried and tested evidence-based criteria. The components should also continuously seek to inform decision-making and also inform policy amendments. Continuously reflecting on accountability and transparency of the officials is also an important component underlying the principle of the framework. This is enforced through the quarterly and annual performance reviews hosted by the M&E unit.

It is important that the planning, design, implementation, findings, the recommendations and communication strategies directly involves the groups in the society that are directly and indirectly affected by the projects. The framework should also promote the culture of following up on the findings and recommendations of the monitoring and evaluation outcomes (GDSACR M&E Framework, 2016:14). At GDSACR, all the recommendations from the M&E reports are highlighted “orange” which indicates that the findings should be followed up.

3.5.4 Characteristics of effective monitoring and evaluation framework

There should a political will, realistic expectations from the programmes and full commitment from the senior managers within the institutions to ensure that the monitoring and evaluation system is successful. The M&E framework should specifically focus on each key performance area to assess the core mandates of the programme in order to produce maximum impact (Govender, 2013:817).

Govender (2013:817) further states that an effective monitoring and evaluation framework is characterised by utility, feasibility, propriety, and accuracy. Concerning

utility, the proposed M&E system must serve the information needs of the intended beneficiaries. In terms of feasibility, the framework should be efficient, cost-effective, and realistic. The M&E activities should not infringe on the rights of the respondents, and the activities should be conducted ethically and legally with considerations to the welfare of the informants. Lastly, the outcome reports should always provide accurate results (Govender, 2013:817).

3.6 MANAGEMENT OF DATA AT GDSACR

In the context of programme management, the management of data, knowledge, and information is one of the most important aspects of knowledge sharing and capacity building. Data management is also one of the roles and responsibilities of the M&E practitioners and the majority of the M&E processes and activities heavily rely on data management. The process of data management is quite a complex process as it entails various steps within. The processes and activities around data management are discussed below.

3.6.1 Data collection

According to the GDSACR M&E Framework (2016:18) “data is generated at varying levels and in various forms as part of the implementation of the departmental strategic framework and other departmental projects. The framework needs to draw on existing data and only generates new data where there are gaps to avoid gaps in data analysis”. Data collection provides a clear definition of what are the effectiveness and impacts of the programmes.

Although the process of data management is mostly the role of the M&E practitioners at the Gauteng Department of Sport, Arts, Culture, and Recreation, data collection mostly associated with all the staff officers associated with the projects. The GDSACR handles data management both digitally, and by filing, each programme manager should create a filing system to manage data. The department is not capacitated enough to have M&E officials in all the regions in Gauteng; as such, all the staff members need to understand the processes associated with data collection. The officials should be capacitated through workshops, seminars, and extra learning activities in order to be able to collect useful and untainted data for processing (GDSACR M&E Framework, 2016:18).

3.6.2 Data Validation

After the data collection process, all the data that was gathered should be validated and verified to ensure that it is not tainted and is of proper standards. According to GDSACR M&E Framework (2016:18), the data validation process should be conducted monthly, or in some cases, it should be done five days after an event has taken place. At GDSACR, the programme managers are required to submit the data every 15th, and the M&E unit will interrogate it against the requirements of the Technical Indicator Description. It is essential to verify the data as soon as possible to ensure its authenticity, and quick data verification also eliminates possibilities of the information being faked or fiddled-with.

Within the GDSACR, it is the responsibility of the programme managers to ensure that the portfolio of evidence (POE) is submitted to the monitoring and evaluation unit for verification and validation. The POE is verified against the Technical Indicator Description (TID). All the verified evidence will be stamped with the M&E unit stamp and be signed by the M&E practitioner as proof that the information has been verified. All the information should be validated against the requirements before they form part of the quarterly and annual performance review and submitted to the Office of the Premier and the Legislature (GDSACR M&E Framework, 2016:20).

3.6.3 Data Capturing

In terms of knowledge sharing, data capturing plays a very pivotal role in advancing and promoting the sharing of knowledge. The captured data can serve as a point of reference for different role players. In most cases the data is captured through the means of M&E reports; the unit uses the available templates to capture the data into a document that is translatable to the performance of the programmes. The reports need to be accessible to everyone who wants to use them, and they should also be user-friendly for every member of the community to be able to read and comprehend them (GDSACR M&E Framework, 2016:20).

In order for quick access to the data, the GDSACR department uses the M&E database which is used to store and develop all the relevant reports of the department through which all the members of the staff and other stakeholders will be able to access the information. After all the data has been captured into the systems, the

reports are produced and made available at all the main entrances of the department. The same reports are made available at the department's Resources Centre and cluster offices, and they are also readily made available on the department's website and the intranet. All the stakeholders get the copies of the reports emailed to them in PDF, Word or Excel formats (GDSACR M&E Framework, 2016:22)

3.6.4 Reporting

The monitoring and evaluation unit is responsible for developing monitoring and evaluation reports. The M&E reports will also inform various other reports like the Strategic Planning report, annual reports, and Legislature report within the department. After the M&E unit has run all the relevant M&E processes, the information has to be forwarded to the Strategic Planning and Performance Reporting unit in order for them to prepare various reports, such as the Legislature Report, Annual Performance Report, the Office of the Premier, Audit Com report and many other relevant reports that are informed by the outcomes of the monitoring and evaluation process within the department.

3.7 PLANNING PROCESS AT GDSACR

Monitoring and evaluation play a very significant role in the planning process at GDSACR. The planning process is mostly informed by the monitoring and evaluation reports. Hale (2004:02) explain the planning process as the process of formulating goals and objectives. Planning involves the setting of goals and strategizing ways to achieve them.

Similar to other departments, the GDSACR has its five-year strategic plan in place, which will be used to guide the department through its plans to improve the lives of the citizens in Gauteng province. According to GDSACR Strategic Planning (2015:19), the department conducted a strategic planning process to review the past and future, and also strategizes measures that will bring about positive changes to the people of Gauteng. The strategic planning process was undertaken to review the policies and activities of the department from 2009 to 2014. The idea was to adjust and boost areas that need support and improvement.

In the planning process from 2015 to 2020, the department charted ways forward for the new administration which included plans for the new broad-based phased-in approach. Workshops are held involving the staff to ensure that there is clarity as to what the plans of the departments are in the next five years to come. The planning criteria at GDSACR follows the South African national planning process which is outlined and analysed in detail below

3.7.1 Short-term planning period

A short-term planning period in most cases refers to annual planning, which entails plans and activities for the current year with the currently available resources. In this essence, the information contained in the Annual Performance Plans forms part of the short-term planning as they are only plans for the current financial year. The short-term planning should, in all essence complement the overall long-term strategic planning of the department.

The Gauteng Department SACR is tasked with the Outcome 14 of the National Development Plan (NDP), which promotes nation-building and social cohesion. The ultimate goal is to achieve social cohesion and nation-building during the fifth administration (GDSACR Annual Report, 2017:03). In order to achieve the objectives, the department has to set targets for each year leading to the ultimate year earmarked for the achievement of the set plans and objectives.

3.7.2 Medium-term planning

Motingoe (2012:137) citing Boyle 1989 states that in most cases the medium-term plan usually incorporates the planning process between three to five years, and it is mainly notable for its brevity. Over the years in South Africa, Medium-term planning has always been adopted for the new electoral cycle. The medium-term plan will guide the incumbents through the plans and mandates of the current administration in that period.

Both the national and provincial provinces must develop their internal five-year strategic plans and indicate the amount that will be required to carry out those plans within the specified timeframes. The same principle also applies to the municipalities, as they are required to ensure that their Integrated Development Plans are adopted

following the Medium-Term Strategic Framework (MTSF). This is to ensure that all the departments and municipalities understand their mandates, and they have a concrete plan to realise them in a certain period.

3.7.3 Long term planning

The National Development Plan (NDP) is one of the few examples of government long-term planning cycles. The NDP is a strategy to for South Africa to eliminate poverty and reduce the level of inequality by the year 2030 by uniting South Africans, by instilling energy in the citizens, growing the inclusive economy, enhancing the capability of the state and the leaders working together to solve the predominant problems in the society.

Selebi (2019:13) states that the NDP is the most recently developed economic plan in South Africa that was specifically developed and tailored for South African problems. It provides a broad strategic framework to guide relevant choices and actions that need to be taken. The success of this policy depends on all South Africans working together and taking responsibility for all that the plan requires, led by the President and the Cabinet. The achievement of the NDP is not automatically linked to the implementation of the plan, furthermore, due to arising issues such as lack of capacity, lack of resources, and increased inward migration into the province, the objectives of the plans are less likely to be achieved with the present trajectory.

GDSACR as a government department has a big role to play in the implementation of the NDP. The department needs to link their long-term plans with the NDP. GDSACR Strategic Plan 2015-2020 states that the performance indicators for the fifth administration will reflect consistency with the NDP. The GDSACR Strategic Plan 2015-2020 reflects five different long-term strategic plans which are guided by NDP, and Transformation, Modernisation, and Reindustrialisation (TMR). Below are the stipulated GDSACR strategic plans for the period 2015-2020 (GDSACR Strategic Plan, 2014:13).

- ❖ Transformed, modernised, sport, and cultural landscape which contributes to social cohesion and nation-building.
- ❖ Gauteng Economically transformed through creative industries.

- ❖ Gauteng economically transformed through the business of sport;
- ❖ Develop, transform, promote, modernise and sustain library, information and archives services;
- ❖ A capable and activist administration which contributes to a modern developmental state in order to promote good governance.

3.8 M&E PROCESSES AT GDSACR

This part of the chapter assesses the method used by GDSACR to implement M&E activities into their policies and projects. The activities are split into monitoring then evaluations.

3.8.1 Monitoring at GDSACR

In monitoring the department's policies and programmes, the M&E unit needs to schedule a project planning meeting in which the M&E unit will provide technical support to the implementing unit. It is vital to plan because a well-planned project has a better chance of succeeding (GDSACR M&E Framework, 2016:43). After the planning meetings, the progress meeting should be scheduled, in which the projects' progress will be assessed and where the necessary intervention will occur to provide corrective measures and to ensure that the implementation of the programme is aligned to achieving its aims and objectives (GDSACR M&E Framework, 2016:43).

Every project that is being implemented requires visits once in a while from the stakeholders. According to the GDSACR M&E Framework (2016:43), the M&E unit conducts monitoring visits to assess if the projects are implemented according to the plans, assess if the desired results are being achieved and that timeframes and budget are adhered to by the implementing team. In most cases, the monitoring visits are often used to determine what is working, what is it that does not work as well as what needs to be altered to produce desired results. Sometimes the M&E units coordinate the project visits together with the stakeholders in order for them to get a clear idea regarding the progress of the programme. The stakeholder often includes a portfolio committee of sport from the provincial legislature.

The department also commissions various private companies to render services on their behalf. The service providers are obliged to render the services or provide goods

as agreed as per the Service Level Agreement (SLA) they get into with the department when the purchase is issued. It is, therefore, the responsibility of the M&E unit to monitor the deliverables as per the timeframes. The GDSACR M&E Framework (2016:44) asserts that Project Monitoring Templates will be one of the tools that will be used to collect data from the monitoring visits.

The data collected from the monitoring visits will be used to develop quarterly performance reviews which should take place 30 days after the end of each quarter (GDSACR M&E Framework, 2016:45). Each Chief directorate will have its own review quarterly, in which key staff members of the directorate will have to attend. The M&E director should form part of the quarterly performance review in order to present the monitoring report for each directorate, and also provide technical and analytic M&E support to the directorate. They are also invited in order to provide an interpretation of the performance to the directorates (GDSACR M&E Framework, 2016:45).

The department also implements a programme of national purpose which predominantly funded by the National Department of Sport and Recreation through the Division of Revenue Act (DORA). The GDSACR M&E Framework (2016:44) states that the Conditional Grant-funded projects should be monitored using the Conditional Grant Frameworks as well as the Act.

3.8.2 Evaluation at Gauteng Department of Sport, Arts, Culture, and Recreation

The department has various programmes, such as; “Shashalaza”, cultural programmes, Club Development, Academy Programme, Fun Run, and competitive sport. Often, the department has to implement programmes which are of provincial importance. The department has to undertake different types of evaluation, such as the baseline evaluation, Mid-term evaluation, and Impact evaluation to determine the relevance, appropriateness, effectiveness, efficiency, and sustainability of the programmes they are implementing (GDSACR M&E Framework, 2016: 46).

Programmes at the department are implemented and measured based on the financial years. In order for a programme to be evaluated first, there is a need for the evaluability of the programme to be assessed. There are critical factors that contribute to the evaluability of a project, for example; an indication of a problem that needs to be

addressed, a deviation from the goals, objectives, outputs, and theory of change. Goals and objectives measurability also form part of the contributing factors in deciding whether to evaluate the programme or not (GDSACR M&E Framework, 2016:48).

According to the GDSACR M&E Framework (2016:48), the M&E unit is directly responsible for the management and implementation of all evaluations in the department. In most cases, the unit should be in collaboration with the relevant project manager of the project that is being evaluated. The office of the Head of Department and the office of the Members Executive Council should also form part of the stakeholders involved in the evaluation projects. The GDSACR M&E Framework (2016:48) further states that the project managers may initiate an evaluation of their projects, however, the most critical factor that contributes to whether evaluation projects take place or not is the availability of funds and the evaluability of the programmes earmarked for evaluation.

Before the evaluation takes place, the evaluation plan should be developed. The GDSACR M&E Framework (2016:49) stipulates that the evaluation plan should be developed during the planning process of the department for the following financial year. The GDSACR evaluation plan should entail the name of the project that will be assessed, the project manager responsible, the source of funding, a clear indication concerning whether the evaluation will be undertaken by the external or internal evaluators, or maybe a partnership between external and internal evaluators. The plan should also entail detailed Terms of Reference (ToR) of the evaluation (GDSACR M&E Framework, 2016:49).

The GDSACR M&E Framework (2016:46) further asserts that the department conducts evaluations to assess what factors played a part in the achievement or failure to achieve the set goals. The evaluation often assesses the risks and challenges encountered by the programme implementers and which strategies can be implemented to avoid those challenges. The evaluation is also carried out to validate whether the results match the inputs and the outputs, in a case where the outputs do not match the inputs, the managers require the recommendation in order to remedy the situation. Evaluations also inform policy-making within the department.

The evaluations for Conditional Grant-funded programmes are guided by the DORA Framework that is provided by the National Department responsible for the funding and the National Treasury frameworks and guidelines for evaluation.

3.8.3 Reporting

The creation of knowledge is at the center of M&E, and the simplest way of creating knowledge is by documenting the results of each monitoring and evaluation into a report which all the stakeholders can resonate with, read, share and transcribe. Reports are a useful tool in terms of presenting and sharing knowledge. The reports are often used to inform decision-making, and point of reference to any meeting relating to the dealings of the department.

3.9 CONCLUSION

This chapter provided all the relevant details regarding monitoring and evaluation at the Gauteng Department of Sport, Arts, Culture, and Recreation. It has discussed the M&E Framework of the department. The chapter has outlined and discussed the M&E unit in the department as well as its role concerning the achievement of the department's objectives. The study further assesses the methods of data management in the department, according to the M&E Framework.

The next chapter focuses on the research methodology of the study. The design and data collection techniques are also outlined in this chapter.

CHAPTER FOUR: RESEARCH METHODOLOGY

“I am not here to speak the Truth. I am here just to give you a method to perceive it.” Jaggi Vasudev

4.1 INTRODUCTION

The previous chapter provided insights into the nature of the Gauteng Department of Sports, Arts, Culture, and Recreation. This chapter provides specific details regarding the research methodology of the entire study. The study investigates the implementation of M&E at GDSACR and seeks to understand how the department implements M&E systems in order to achieve the departmental mandate of nation-building and social cohesion.

4.2 RESEARCH OBJECTIVES

In chapter one of the study, the objectives of the study were established, and they are outlined below;

- ❖ To examine theories and concepts of monitoring and evaluation.
- ❖ To investigate whether monitoring and evaluation aid in achieving GDSACR strategic goals.
- ❖ To explore how M&E can allow GDSACR to achieve nation-building and social cohesion in Gauteng Province.

4.3 RESEARCH DESIGN

The objectives of the study require a thorough analysis and understanding of the GDSACR Monitoring and Evaluation Framework. It also requires an understanding of the department's mandates and objectives; therefore, the methodology and design of the study revolve around gaining more knowledge, scope, objectives of the department, and their plans of achieving their mandate of nation-building and social cohesion.

According to Babbie and Mouton (2001:75), research design can be explained as a strategy that the researcher intends to employ when conducting research. McMillan and Schumacher (1993:31) agree that research design is a plan that is used to investigate particular phenomena to obtain evidence in order to answer research

questions. Mouton (1996:107) argues that research design is a rational categorisation that amalgamates the facts of the study to answer the research question and to provide reliable conclusions and recommendations.

4.3.1 Qualitative design

According to Merriam (2009:5), qualitative research can be defined as a form of research that extensively focusses on the understanding of the phenomena by thoroughly examining it more in detail. Creswell (2013:18) contends that a qualitative method of the study refers to a design in which the researcher conducts research by collecting open-ended data which is aimed at developing scenarios and a new concept from the data.

The qualitative design provides answers to the how, what, and why questions of the research by primarily collecting data to answer the questions (Creswell, 2013:17). According to Maxwell (2012:245), the qualitative design method often involves a study in which a small number of people or sites are examined using theoretical sampling as opposed to probability sampling. Rahman (2016:103) states that although there have been great attempts to explain the qualitative design, it has proved difficult to define, as it does not have a model, design, or methods that are made for the term.

According to Rahman (2016:104), the use of the qualitative method in research provides more advantages as the method provides clear allusions, views, and experiences of the participants. This method is used mostly to gain deeper insights into issues concerning the phenomena that is being investigated. The author further states that a qualitative design provides the researchers with an opportunity to be flexible since the method can be constructed and reconstructed to a greater extent in order to provide the researcher with appropriate analysis of the phenomena that is being investigated (Rahman, 2016:104).

Rahman (2016:104) further articulates that although the qualitative design has advantages, the design also comes with disadvantages. The author mentions that qualitative design is more likely to be given low credibility by policy-makers. Moreover, it is a popular belief that the results from the qualitative design cannot be generalised.

Under the qualitative design, data analysis and interpretation may be complex and difficult (Rahman, 2016:105)

4.3.2 Quantitative design

According to Oflazoglu (2017:12), a quantitative method of research can be defined as a research method widely used in market research studies to obtain data using survey techniques. Muijs (2011:1) defines quantitative study as a method of study which seeks to explain the phenomena by collecting data using numerical data collection tools and analyse data using mathematical methods. Murray (2003:2) states that quantitative research “seek explanations and predictions that will generalise to other persons and places”. The author mentions that the quantitative method employs well thought experimental designs and careful sampling strategies to maximise the reliability of the findings (Murray, 2003:2).

Similarly to the qualitative method of research, quantitative methods also have their merits and advantages when conducting research, for example; the quantitative method quantifies problems to identify how prevalent they are. According to Rahman (2016:106), qualitative findings can be adaptable to any situation and be generalisable to a whole population or a sub-population as it randomly selects a larger number of participants to form part of the study. Furthermore, in quantitative design, data analysis requires very little as the researchers can use statistical software to analyse data promptly (Rahman, 2016:106).

On the downside, quantitative research leaves out an essential description of social phenomena. Furthermore, the quantitative method cannot paint a picture of how social realities are shaped and maintained by how people interpret their actions and others (Rahman, 2016: 106). Murray (2002:2) agrees, stating that quantitative research allows the researchers to observe and measure and not to get involved or ask questions other than the survey questions. That kind of objectivity can be limiting for both the participant and the researcher as the research is structured in one way.

4.3.3 Mixed method design

According to Creswell and Clark (2011:02), the mixed method can be defined as “designs that include at least one quantitative method (designed to collect numbers)

and one qualitative method (designed to collect words), where neither type of method is inherently linked to any particular inquiry diagram”.

Creswell (2015:02) further argues that a mixed research design is;

“An approach to research in the social, behavioural, and health sciences in which the investigator gathers both quantitative (close-ended) and qualitative (open-ended) data, integrates the two, and then draws interpretations based on the combined strengths of both sets of data to understand research problems”.

According to Creswell and Clark (2018:01), mixed methods research can be defined as a design that entails both qualitative and quantitative methods. Morse and Niehaus (2009:2) further articulate that mixed-method research is a “systematic way of using two or more research methods to answer a single research question”. It usually includes qualitative and quantitative methods. Mixed method research is further defined by Bergman (2008:01) as a “combination of at least one qualitative and at least one quantitative component in a single research project or programme”.

Creswell (2009:138) states that the researcher who employs the mixed-method design holds the opinion that the combination of both the qualitative and quantitative method provides unfathomable insight into the situation or the phenomena that are being investigated. Johnson and Onwuegbuzie (2004:16) further allude that mixed-method also permits the researchers to mix and match design components that provide an enhanced probability of adequately answering the specific questions that are asked in the research.

Greene (2007:13) states that various researchers are calling for a mixed-method approach to be considered as the third research paradigm, mainly because, the paradigm assists in moderating the divide between qualitative and quantitative researchers. Schwandt (2007:196) further states that with the mixed-method approach, different types of data can be collected which provides representativeness and correctness.

According to Teddlie and Tashakkori (2003:05), the mixed-method approach has two classifications, notably, the mixed methods research and mixed model. Mixed model

research refers to a process whereby qualitative and quantitative projects are being mixed in more than one stage of the study. A researcher may use a survey to understand the trends of the phenomena or population better. However, in order to gain more insights into the phenomena, the researcher may need to conduct interviews with the population group.

In terms of mixed-methods research, Teddlie and Tashakkori (2003:50) state that, both qualitative and quantitative projects may be already completed independently and mostly used in evaluation research. This refers to a scenario whereby two separate research projects are conducted with each project designed to investigate a different point of view as compared to the other. One can employ qualitative research to gain profound insight into the problem, and quantitative research can be designed to paint a picture by using a qualitative method. After both studies are completed, the findings can be integrated to provide more structure and clarity to the problem that was being investigated.

Despite all the merits of both mixed-methods and quantitative method, for the purposes of this study, qualitative method will be employed. Qualitative method approach enables the researcher to thoroughly interrogate the data to answer the research questions. The method also enables the researcher to employ all various methods of data collection that the method provides, to understand the research objectives effectively. The study also assesses all the related sources, which include the departmental annual reports, M&E Frameworks, policy documents, and other reports.

4.4 DATA COLLECTION

In order to reach saturation and an understanding of the research problem, this study employs both primary and secondary data. Both methods of data collection have been used long time in social sciences research. The methods have few shortfalls, but in most cases when used together, the probability of producing greater results is always higher. For greater coverage, the researcher will use both the primary and secondary sources for this study.

4.4.1 Primary data

According to Babbie and Mouton (2009:21), primary data can be defined as data that is developed through collecting raw data that is designed and collected to address certain questions or issues which the research project aims to achieve. Roger and Jupp (2006:142) further define primary data as data that was generated by the people who are directly involved in the research during the entire period of the research. Primary data, consist of the raw data which is collected through telephonic interviews, to formulate new ideas based on the outcomes.

For this study, the researcher will collect primary data, through conducting semi-structured interviews with the participants selected based on availability and understanding of the topic that is researched.

4.4.2 Secondary data

Various scholars of research such as Haradhan (2017:6), and Greenhoot and Dowsett (2012:1) define secondary data as a type of data that involves already existing data that was collected by other investigators. In most cases, secondary data sets are informally shared amongst researchers to build better and reliable content. Haradhan (2017:5) further states that, in most cases, the secondary data sources are often employed due to the researchers having limited time and resources to conduct the research.

According to Vartanian (2011:13), the use of secondary data in research has many advantages. Firstly, secondary data sources are far less costly, and also less time-consuming. Greenhoot and Dowsett (2012:4) further argue that “sharing and analyzing of the existing data is an essential strategy for advancing a cumulative, and often collaborative, science.” Furthermore, the use of secondary data enables the researchers an opportunity to address important and predominantly challenging research questions which replicate, reinterpret, or expand on key finding in the field (Greenhoot and Dowsett, 2012:5).

Towards the end of the 20th century and the beginning of the 21st century, secondary data sources have become more reliable, and it covers a different type of topic (Vartanian, 2011:14). Moreover, a sample size collected from the existing data is much

higher as compared to what may be generally collected when using the primary data collection. The use of existing data can help fast-track examination of the existing problem encountered in policy or programme management since most of the already existing data were modelled to capture policy outcomes (Vartanian, 2011:14).

Although a secondary method of data collection has many advantages, it also has several disadvantages. Greenhoot and Dowsett, (2012:5) argue that the secondary data is already collected, and the investigator has no control over who were the participants, what construct was investigated and how was it investigate, the data might not entirely be suitable for all the research questions. Although one of its advantages is efficiency and less time consuming, the secondary data collection method further requires the researchers to thoroughly evaluate the reliability and veracity of the selected measures and ensure that concerns that arise are addressed thoroughly (Greenhoot and Dowsett, 2012:5).

With all the theoretical analysis above, the researcher intends on using the secondary method of data collection, which includes articles, official reports, statistics, legislature reports, published books, and newspaper articles. All the secondary data for this study will be collected from materials that cover the Gauteng Department of Sports, Arts, Culture, and Recreation. This research will use mixed research, the combination of both qualitative and quantitative methods of research.

4.5 SAMPLING

Thompson (2012:1) describes sampling as a process that entails the selection of the part of the population that will be studied or observed for the whole population of the phenomena or issue that is being investigated. Levy and Lemeshow (2008:1) further define sampling as a process of identifying individuals from the population which will form part of the study in terms of providing reliable information that will best describe the population or the phenomena.

This study will follow both purposive and convenient methods of sampling. According to Daniel (2012:260), purposive sampling can be defined as a sampling method that is a nonprobability procedure through which participants are carefully chosen from the targeted population based on the fit with the objectives of the research and various

inclusions and exclusion criteria. Convenience sampling is a method based on sampling participants according to their availability and accessibility (Krippendorff, 2004:120).

The participants that will be selected will include the M&E directors and other officials from the GDSACR who are involved in M&E at GDSACR. The research concentrates on the director because their directorates are solely responsible for the implementation of all M&E activities within the GDSACR, and associated state-owned entities (SOEs). The director is part of the Senior Management Team (SMT) in which targets and ways to reach the targets are outlined, from then, the director delegates M&E activities to other M&E staff officials in the department and at the same time oversees the progress of the entire departments M&E implementation. The researcher will also interview the M&E officials in the department to try to understand their roles in the implementation of M&E within GDSACR.

Furthermore, the researcher will interview the programme managers in an attempt to gain more insights into how their programmes are implemented and monitored. The programme managers will also provide clarity on the mandates of the department, how the programmes are supposed to feed into the mandate of GDSACR, and how often do they monitor and evaluate their programme. It expected to provide clarity about their challenges in terms of M&E in the department, and what should be done to improve the level of M&E in the department. The department currently has 5 programmes running, as such, the researcher intends to interview a programme manager from each programme in order to gain insights regarding the above-posed questions.

Moreover, the study will also involve other units within GDSACR that indirectly deal with M&E within the department. There is the Strategic Planning and Performance Reporting Unit which deals with all the programmatic planning of the department. The researcher interviewed three respondents from the Strategic Planning and Performance Reporting Unit, which in this case will be the director, the deputy director and the assistant director. The SPPR Unit, also deals with incorporating all the M&E reports into departmental annual reports and other reports that are required by the stakeholders; therefore, their input will immensely assist the research in terms of covering all the angles.

4.6 DATA ANALYSIS

The Business Dictionary (Internet Source), data analysis can be defined as a process of assessing the data by employing various logical and analytical assessments to examine and draw conclusions from the extracted data. Mouton (2001:108) states that the process of data collection entails dismantling of the collected into small pieces of useful information in an attempt to gain more insights and understanding of the collected data.

Tesch (1990:56) states that data analysis is one of the most significant aspects of research as it discovers patterns and interconnectedness from the data that was collected during the data collection stage. Furthermore, scholars such as Chaka (2013:13) and Mouton (2012:107) further state that the main purpose of data analysis is to make sense of the data collected in order to be able to draw possible conclusions from the raw data.

4.6.1 Content analysis

According to Bowen (2009:47), content analysis can be defined as a qualitative tool that focuses on the systematic description of spoken, written, and visual communication. Moreover, content analysis can be defined as an assorted physical method of data analysis, which provides a summary of a different kind of content by analysing different aspects of the content. This is the method that will be employed to analyse the telephonic interview questions.

4.6.2 Analytical framework

According to Chataigner (internet: 2017), the analytical framework plays a very important role in research as it provides the researchers with a tool to approach each problem with caution and systematic approach anchored by logic and rationality. Auriacombe (2005:36) states that analytical framework can be defined as an approach which ensures that rudimentary vocabulary of concepts and terms that may be used to construct contributing explanations to make conclusions further.

The analytical framework is predominantly applied in situations involving human interactions, as a way of addressing complex issues that may develop (Auriacombe, 2005:39). Creswell (2013:31) also credits the analytical framework as being an

effective tool in research as it provides different opportunities for the development of the research project.

This research makes use of the analytical framework, which includes the political, economic, technological, legal, and environmental analysis in making conclusions. This type of analysis provides the researcher with an opportunity to analyse both the internal and external factors that influence monitoring and evaluation at GDSACR. Analysis of the analytical approach is useful in determining the following contributors:

- ❖ What are the political factors that affect monitoring and evaluation implementation at GDSACR?
- ❖ What are the economic factors that affect M&E implementation at GDSACR?
- ❖ What are the technological changes that affect M&E implantation at GDSACR?
- ❖ What legislation affects M&E implementation at GDSACR?
- ❖ What are the environmental issues that affect M&E implementation at GDSACR?

4.7 DATA RELIABILITY, VALIDITY, AND TRUSTWORTHINESS

In research, there is always a question of data credibility and trustworthiness. Data reliability always undermines or determines the validity and reliability of the study. Taherdoost (2016:33) states that reliability focuses on the degree to which a measurement of a situation provides reliable and consistent outcomes. Welman, Kruger, and Mitchell (2005:3) argue that data reliability is one of the most critical aspects of research as it guarantees that the sampled data is relevant, consistent, and measurable. It is also important to have the objectives of the study being outlined and descriptive of the research.

Babbie and Mouton (2009:122) state that validity refers to the degree to which the practical measure replicates the exact meaning of the study objectives. Klenke (2016:38) states that “validity in qualitative research involves determining the degree to which the researchers’ claims about knowledge correspond to the reality”. Taherdoost (2016:28) states that data validity explains the standard which data collected reflects the actual phenomena or area that is being investigated. Data validity

plays a very significant role in allowing the researchers and reviewers an opportunity to qualify the study or challenge it (Klenke, 2016:36).

The researcher will employ content analysis and analytical framework method to analyse to ensure reliability and validity of data. The researcher will use the literature, departmental annual reports, Annual Performance Plans, M&E Frameworks, interviews responses. By thoroughly analysing and interrogating various sources, both validity and reliability of the study will increase. Furthermore, the data collection instruments were guided by the research questions and objectives in order to source valid and reliable information from the participants. Moreover, the researcher ensured that all the participant of the study are relevant officials from relevant directorates at GDSACR.

4.8 CONCLUSION

This chapter provided an overview of the methodological approach to the study. The study provided an overview of both qualitative and quantitative methods of research. The study will use various sources of information such annual reports, M&E documents, strategic plans and interview responses.

The data collection methods are also discussed in this chapter. Moreover, the chapter also outlined sampling methods that the researcher employs to collect data. The data analysis method is also outlined detailing how the researcher will analyse the data to reach conclusions that will aid the researcher in answering the research questions.

The next chapter provides an analysis and presentation of the findings.

CHAPTER FIVE: DATA ANALYSIS AND INTERPRETATION OF RESULTS

“Torture the data, and it will confess to anything” – Ronald Coase

5.1 INTRODUCTION

The previous chapter dealt with the research methodology and data collection that was used in the study. This study employs the mixed-method approach to gather the required information. It uses both the primary and secondary sources, in which the primary data was sourced through telephonic interviews. The initial purpose was to collect data via questionnaires, but because of Coronavirus, it was not possible. The alternative was telephonic interviews.

This chapter presents the analysis and interpretations of results of the study, by outlining the biographical information of the interviewees from the Gauteng Department of Sport, Arts, Culture, and Recreation. It portrays a picture of the people entrusted with achieving the goals and objectives of the department.

The study provides the insights of the GDSACR with regards to their experiences with monitoring and evaluation. As such, the study provides the interviewees perspective of the implementation of M&E within the department. The findings have the potential of making the department more effective, particularly in terms of M&E as a tool for decision-making and result-based management.

The study sampled three different interviewee groups in order to investigate the effectiveness of the M&E activities at GDSACR thoroughly. The first group is the M&E unit, the second group is made up of the programme managers in the department, and the third group are officials from the unit of Strategic Planning and Performance Reporting. The purpose is to understand their perspectives on the department's M&E activities. The M&E unit is directly responsible for the implementation of M&E in the department; therefore, their input is crucial in the study.

5.2 RESEARCH ANALYSIS AND INTERPRETATION OF THE INFORMATION

This section presents an image of the participants involved in the study's population. It is also aimed at outlining the demographics of the interviewees based on their gender, level of education, age group, and the years of experience in the department.

The analysis of the results only focuses on the 11 interviewees who were interviewed by the researcher. The study focused on three sample group in order to gain insight into the topic under investigation. Table 5.1 shows groups are distinguished by: group one (M&E officials) which includes interviewees A, B, C and D. Group two (Programme managers), which includes interviewees E, F, G and H. Lastly, group three (SPPR officials), which includes I, J, and K.

Table 5.1 Interviewees

Group	Number of responses
M&E Unit	4
Programme managers	4
Strategic Planning & Performance Reporting Unit	3

5.2.1 Biographical information

This section deals with information gathered from the questionnaire. The purpose of this profile is to elucidate the range of gender parity of the workforce at the GDSACR. This section also provides insights into the dominant age group employed by the department, average academic qualifications as well as experience.

Figure 5.2 shows the interviewees in terms of gender. 36% of the interviewees are male, and 64% are female. This compares favourably with the national population statistics, which reflect women at 51,1% and men at 48.9%, which means women are more than men at both population and workplace. On the contrary, it reveals that the Economically Active Population (EAP) of South Africa are 54.6% men and 45.4% women (South Africa, 2020). This is an indication that the department is on the right path in implementing South Africa's gender policy as well as its gender policies.

Figure 5.1: Gender

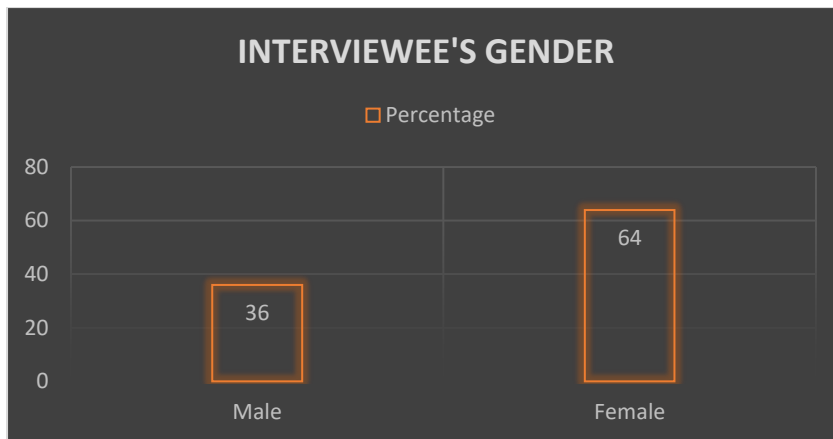


Figure 5.2 illustrates the age of the interviewees. The figure shows that none of the participants is Generation Z (Born Free Generation (BF)). In the South African context, Born Free Generation refers to the generation that is born in the era of democracy (Kahn & Louw, 2016:741). 27% is Millennials, while 55% is the Generation X (GenX). 18% is Baby Boomers (BBs). From the data, it is clear that the majority is Gen X, followed by the Millennials. The presence of Gen X is vital as they bring effective medieval methods and instinctive methods of executing tasks as underscored by Tulgan (1997:33).

Tulgan (1997:33) claims that Gen X is a work force that research theories to enable them to substantiate their evidence and findings. The generational mix allows for inter-generational interaction and knowledge sharing opportunities between the older generation and the younger generation as highlighted by Lancaster and Stillman, (2010:41).

Based on the data, and the literature, the department employs the mixture of the generations, which bodes well for the department as it allows for institutional knowledge sharing. The Baby Boomers can mentor the millennials which may maintain their retention with the department.

Figure 5.2: Age

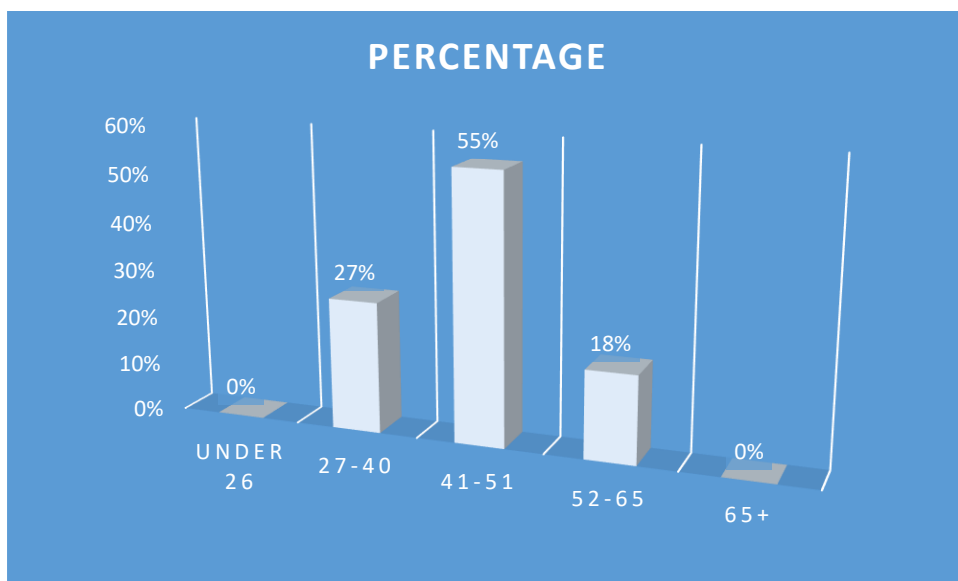


Figure 5.3 portrays the academic qualifications of the interviewees. None of the participants has a qualification lower or equivalent to grade 12. Nine percent has a National Diploma, while 18% has a bachelor's degree. Only 9% hold a post-graduate diploma and 46% has an honours degree, while 18% hold a master's degree. None of the participants had a doctoral degree a master's degree is the highest qualification.

A total of 73% hold a post-graduate qualification which suggests that the department have suitably qualified human resources to implement, manage, monitor and evaluate the programmes that contribute towards the achievement of the mandate of the department. This is aligned with GWM&ES (2007:15), that requires M&E practitioners to have an extensive research background, and the ability to gather and analyse the government's activities.

Figure 5.3: Academic qualifications

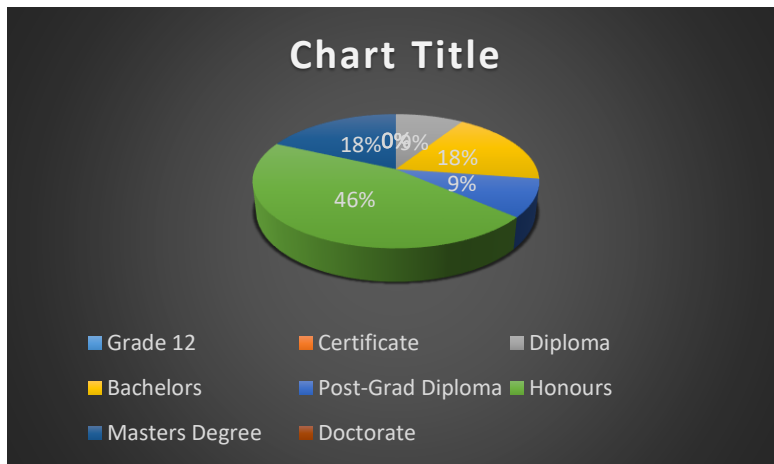
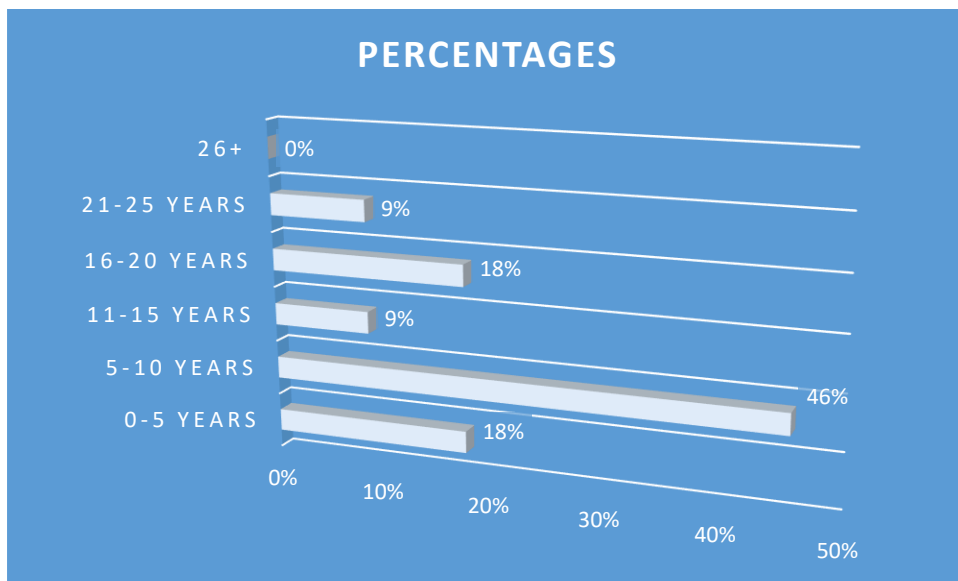


Figure 5.4 illustrates the years of service of the interviewees. Eighteen per cent (18%) have been working for the department under five years, while 46% have been working for five to ten years now. Nine per cent (9%) have been working for a period between 11 to 15 years, while 18% have been working between 16 to 20-years. Nine per cent (9%) have been working for more than 21 years. The data shows that the department has a highly experienced staff composition which allows for mentorship and intergeneration skills transfer among the employees at GDSACR.

This is supported by Kahn and Louw (2016:742), who claim that Gen Y and BF Gen are tech-savvy generations, but lack necessary management experience to occupy senior management positions. Therefore, they require mentoring, coaching, and skill transfer from the BB Gen. Quinones, Ford, and Teachout (1995:889) suggest that work experience is the job-relevant knowledge and skills gained over a certain time. Moreover, procedural knowledge is gained through more hands-on practical learning.

Figure 5.4: Years of service in the department



From the above discussion, it is clear that the department's workforce is a reflection of the genders of South Africa with the women being the majority. In terms of age, the department employs a variety of age groups, from the Millennials to the Baby Boomer's generation. The workforce, however, reflects that majority are the Gen X. Concerning academic qualifications, the department employs adequately qualified staff, that would be designated to achieve its goals and objectives.

5.3 M&E AT GDSACR

This section of the study focuses on the implementation of monitoring and evaluation at the Gauteng Department of Sport, Arts, Culture, and Recreation. Furthermore, the actual events of how M&E is implemented in the department are outlined as per the data that was collected through interviews with the relevant M&E practitioners in the department.

The objective of the questions on the implementation of M&E: To explore the effectiveness of M&E at GDSACR

Questions:

1. Explain how M&E is implemented at the Gauteng Department of Sport, Arts, Culture, and Recreation.
2. How often are your programmes monitored?
3. How often are programmes evaluated?

4. Do the legislators and the top executive participate in the department's M&E activities.

Question 1. Explain how M&E is implemented at Gauteng Department of Sport, Arts, Culture, and Recreation

Response: Group 1: M&E Officials

Participant A and B

The programme managers send their respective business plans of the unit, together with the calendar of the events that are scheduled to take place during the month, quarter or the year to the M&E unit. The venue, and the expected number of attendance capacity of the particular events are also indicated. The next step, the M&E unit plans its monitoring visits.

Participant C and D

The respective programme manager provides business plans and the calendar. The M&E staff schedules a visitation programme, when they attend events, they take with them the necessary equipment to assess the events. These include, among others the assessment monitoring of attendance, appraise if the implementation is following the existing theory of change or in alignment to the business plans that the managers have submitted. The assessment also includes the equipment used during the events to determine if it was enough for particular events. A comparison of the projections of the business plans with the actual events (interaction with the event participants) is made to assess the appropriateness of the events on the targeted participants.

The M&E officials have to observe and identify the possible challenges, areas of concerns, and identify possible areas of success, as per the department's mandate. The official will then compile a monitoring visit report, which highlights the proceedings of the events, and also provide probable recommendations for future programmes and events. After writing the report, the officials will send the report to their respective supervisors.

Participant C

The role of M&E is currently limited to only performing oversight visit and monitoring of a certain number of programmes in the department as there is not enough staff. Furthermore, the M&E team is not involved in the event and programme planning phases, as “most of the programme managers view M&E as service delivery police”.

Participant D

The department does not have enough staff to attend all the events and programmes. It mostly relies on the programme managers to provide the portfolio of evidence, and events reports every month. The M&E team then institute what is called data verification process in which, the data provided by the programme managers are validated, before it can be sent to the national department.

During the verification, the unit needs to stamp each report to acknowledge that it has gone through the verification process. Upon verification, the M&E unit then writes a findings report, which accompanies the portfolio of evidence to the national department as part of the conditional grant agreement under the Division of Revenue Act 2 of 2013 (DoRA).

South African Local Government Association (2012:3) stipulates that the Division of Revenue Act is “annually enacted to comply with the section 214 of the Constitution that provides for the national legislation to ensure an equitable division of nationally raised revenue between the three spheres of government”.

Question 2: How often are your programmes monitored?

Response: Group B: Programme Manager

Participant E

Monitoring of the programmes takes place every month, for most of the ongoing programmes in the department, this is because the programmes occur every month.

Participant F

Most of the programmes in our unit take place quarterly; therefore, they are monitored quarterly.

Participant G

Stated that certain projects occur yearly, which means they have to be monitored accordingly, and as they happen. The events that are monitored annually are those that take place on an annual basis such as the Freedom Day (27 April), Youth Day (16 June), Women's Day (09 August), and Heritage Day (24 September).

Nicholson (1997:24) alludes that monitoring is an important aspect of project management as it aids decision-making processes. Monitoring of programmes should be a continuous exercise. Through programme monitoring, valuable data is gathered which indicates the trajectory of the programmes, which management can use to make decision (Nicholson, 1997:24).

All the interviewees agreed that to a certain degree, there is monitoring of projects that take place at GDSACR, although it is not consistent. As the literature above states, monitoring should be a continuous and constant exercise.

Question 3: How often are your programmes evaluated?

Response: Group 2: Programme managers

Participant E

This participant stated that over the past three years none of their programmes had been evaluated, due to budget-related constraints.

Participant F

In the last three years, they have not had any evaluations done on any of the projects or events. They mostly rely on their sponsors for evaluations of their programmes.

Participant G

According to participant G, the latest evaluation any of their programmes was conducted in 2019. It was the first evaluation conducted since 2015 when they started working in the department. The programmes are only evaluated after the national department make available some funds for the evaluation to take place.

Participant H

Is of the view that in 2017, the M&E in partnership with service providers, evaluated their programme. It seemed that they were involved in the process from start to finish. The evaluation of the programme was the first in a very long time.

Gosling and Edwards (2003:108) stipulate that evaluations are vital in terms of determining the extent to which a policy is successful. Evaluations should happen periodically, after the M&E unit has determined which programme is ready for evaluation and implementation. M&E assist in determining the worthiness, relevance and sustainability of the project.

It is obvious that GDSACR predominantly focuses most of its resources and time on monitoring of programmes. In terms of evaluation, the department appears to be only evaluating programmes associated with the National Department of Sport and Recreation. Although the M&E framework at GDSACR requires for frequent evaluations of all the programmes, it does not look like GDSACR actively engage in evaluations, unless the national department sanctions it.

5.3.1 Executive and external stakeholders' involvement in M&E

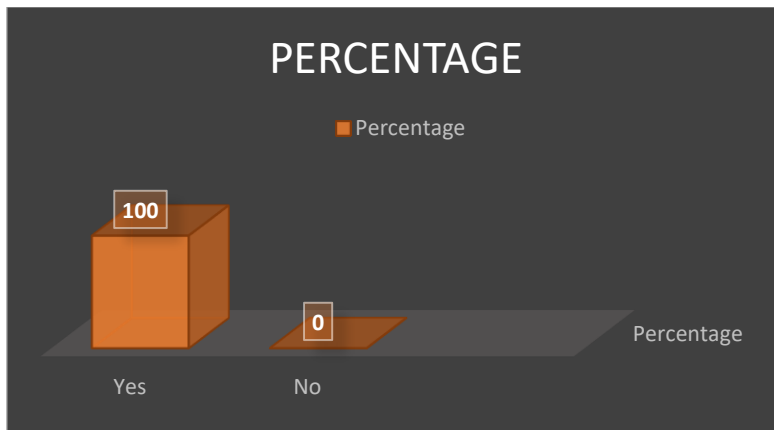
This section focuses on the level at which the high-level management (such as the MEC, the HOD, and other external stakeholders such as the Legislature portfolio committee of Sport and Recreation) participate in the development, implementation and promotion of M&E at GDSACR.

Question 3: Do the legislators and the top executive participate in the department's M&E activities.

Response: Group 1: M&E officials

Figure 5.5 illustrates the overwhelming majority, 100% of the interviewees, who agree that the top executive at GDSACR is partially involved in the processes and activities of M&E.

Figure 5.5: Top executive participation in M&E.



Participant A

Is of the view that the MEC and HOD's involvement in the M&E activities are mostly restricted to the quarterly and annual reviews, in which the M&E reports are being presented to assess the progress of the department's programmes and events. Furthermore, in most cases, the executive only attends events of both national and provincial importance, they hardly attend the local events.

Participant B

Participant B, stated that both the MEC and the HOD perform a very limited role in terms of M&E. The previous MEC only implemented M&E for compliance purposes. The current MEC and HOD attend the quarterly performance reviews in which M&E reports are presented. In terms of the legislative authority, there are no records of them attending any of the department's programmes for oversight and M&E purposes.

Participant C

The MEC and HOD attend the annual and quarterly performance reviews which present the performance of the department from M&E's point of view, other than that, they do not form part of any M&E activity at GDSACR.

Participant D

The MEC mostly attend the events as a guest, in terms of M&E, MEC's role is very limited. The M&E is underutilised by both the executive and accounting authority of

the department. The executive only participates in M&E activities during the quarterly and annual reviews which is less than 10% of the time.

GWM&ES (2007:14) reiterates that, the legislators, executive authority and accounting authorities have a significant role to perform in terms of M&E. The legislators as public representatives elected by the citizens, must exercise oversight of all the institutions that are accountable to them, utilising insight sought through M&E structures. The executive authority is responsible for utilising the M&E outcomes in political oversight of institutional performance in order to ensure that envisaged outcome and impacts are achieved. The accounting officer should ensure that M&E is properly utilised while ensuring M&E integrity and that there is general M&E buy-in within the department (GWM&ES, 2007:14). Moreover, the executive authority “should use the M&E findings in the political oversight of institutional performance and for ensuring that the desired outcomes and impacts are achieved” (GDSACR M&E Framework, 2016:22).

The accounting officer (the HOD) should be accountable for the frequency and quality of M&E information and the integrity of the systems responsible for its production and utilisation. It is also the responsibility of the accounting officer to ensure that action is taken to implement the M&E findings and recommendations (GDSACR M&E Framework, 2016:22).

Swiderska (2001:06) claims that there is a direct relationship between the level at which stakeholders participate in policy development and management that determine its efficiency and effectiveness. The author further suggests that in cases where stakeholders are actively involved in project management and monitoring, the results are more desirable because there is a high level of transparency and accountability (Swiderska, 2001:06).

From the above discussion, it appears that there is a lack of active involvement in the department’s M&E activities by the top executives, both HOD’s and MEC’s office. M&E should be used as a decision-making tool in order for the management to make informed decisions backed by empirical evidence. For a department that is tasked with ensuring the implementation and execution of Outcome 14 of social cohesion and nation-building, M&E appears to be very underused by the executive in ensuring that the department attains and achieve its mandate of social cohesion and nation building.

If their only involvement is limited to quarterly and annual reviews which the participants was of the view that it was less than 10%. It is obvious that M&E is not considered an essential part of programme management at GDSACR.

5.3.2 Capacity development and training

This section of the study focuses on the element of capacity development and training at GDSACR in terms of the level at which GDSACR capacitate its current employees with new skills through training, further education and seminars.

The objective of the question: To establish whether the M&E practitioners are adequately equipped with the necessary M&E competencies and capabilities.

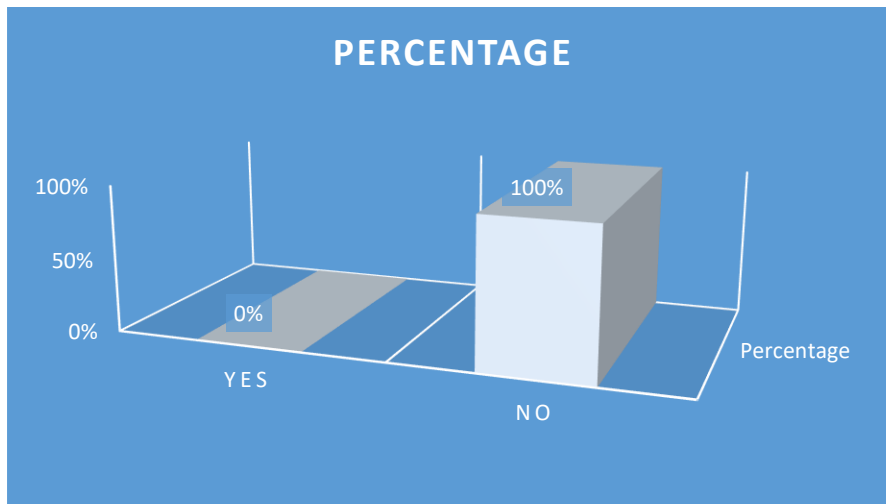
Question:

- **Have you attended any M&E related training in the past three years?**

Responses: Group 1: M&E Officials

Figure 5.6 below illustrates that the overwhelming majority (100%) of interviewees have not attended related M&E training during the past three years. M&E is an evolving practice; therefore, the staff needs to receive training regarding new developments in the field constantly. This is supported by Boyle and Lemaire (1999:2) who state that M&E capacity building is one of the most important aspects of M&E as it helps the organisation improve its means and methods of governance. M&E capacity building assists the organisations in keeping abreast with new developments in the field of M&E.

Figure 5.6: Training in the last three years



GWM&ES (2007:15) further stipulate that M&E capacity building is essential because it allows M&E officials to collect, analyse, and disseminate data for informed decision-making. Furthermore, it allows M&E practitioners to be upskilled through seminars, forums, mentoring, on the job training, and formal M&E qualifications (GWM&ES, 2007:16).

Based on the analysis and the findings from the interviews, it is apparent that the element of M&E capacity development at GDSACR is not prioritised. M&E is an evolving discipline which requires frequent and consistent training in order for practitioners to stay abreast with the latest developments.

5.3.4 Challenges regarding M&E

In an attempt to gauge the processes and implementation of M&E activities at GDSACR, the study seeks to identify the challenges related to M&E at GDSACR.

The objective of the question: To identify challenges that prohibits efficiency and effectiveness of M&E at GDSACR.

Question:

1. What are the existing challenges that hinder M&E activities within the department?

Responses: Group 1: M&E officials

Participants A, B, C and D allude that GDSACR is a programme and events-oriented and most of the programmes are mass participation, with five regions across Gauteng Province. With a team of fewer than seven people (including the directors), it is not possible for the department to achieve its objectives. It is obvious that the department lacks the human resources capacity to achieve its mandates effectively.

Mou (2017:3) agrees, stating that a lack of capacity in terms of human resources and infrastructure for M&E, would render the effects of M&E undetectable. The author further elucidates that HR capacity is the first and the most important component of a strong M&E system.

Participants, A, B, C and D

One of the biggest challenges M&E officials face is the availability of tangible resources such as cars, and sizable budget to conduct programme evaluation. Lack of resources has a detrimental effect on the effectiveness of M&E activities.

Participants A, B, C and D

The top executive at GDSACR does not buy into M&E. The participant articulated that there have been requests to capacitate the M&E unit for the past five years and to date nothing has been done regarding the challenges that the unit raised. This led to the M&E practitioners questioning the commitment of the executive authority to monitor and evaluate.

The above is underscored by Gorgen and Kusek (2009:107) who claimed that the lack of willingness or buy-in from the senior management and political authority could be detrimental to the development and full utilisation of M&E within the departments. The authors reiterate the importance of M&E as a tool for decision-making in achieving institutional strategic goals.

Participant A, B, C and D

Training and subscription to M&E bodies such as South African Monitoring and Evaluation Association (SAMEA) are very important for staff skills development. There are some of the M&E developments that we need to catch up on, and because M&E

is expensive, we cannot do the training on our own, therefore, requires accelerated training efforts from the department.

The above is supported by Gorgens and Kusek (2009:107) who are of the view that lack of coordinated training efforts could lead to redundancy and ineffectiveness in the M&E practice. Moreover, a lack of standardised curricula can lead to inconsistent training and training that does not benefit the beneficiaries. It is necessary to prioritise M&E skill development strategies to ensure that the officials are being trained in different methods. Training is the most efficient and popular method of sharing information and equipping employees with new sets of skills and knowledge.

Responses: Group 2: Programme managers

Participants E, F, G, and H

M&E is a multifaceted practice with complex activities which requires an understanding and extensive research skills; therefore, it is important to have highly skilled people to oversee the M&E practice. The participants, highlighted that there is a shortage of suitably qualified and dedicated M&E practitioners at GDSACR.

Rist, Boily and Martin (2011:174) claim that a lack of suitably trained M&E practitioners in public institutions affects the ability of the institution to monitor and evaluate the progress made by the policies, activities, and the strategies. Unqualified and undedicated M&E practitioners increase the chances of poor decision-making processes.

Response: Group C: SPPR Unit

Participant I, J and K

The participants indicated that there is a need for more research activities. The participants emphasised that most of the plans are not supported by credible empirical research, which affects the effectiveness of the M&E unit.

The above discussion shows that capacity building is of the biggest concern at GDSACR. This may affect the effectiveness of the unit. Moreover, M&E requires support and commitment from the top executives.

5.4 ROLE OF M&E AT DGSACR

This section of the study investigates the role of M&E in the department, and whether it aids the Gauteng Department of Sport, Arts, Culture, and Recreation in achieving its strategic goals. This section focuses on the roles and purposes of M&E as per the department's M&E Framework as well as the interviewees' responses.

5.4.1 Role of M&E in assisting GDSACR to achieve its strategic objectives

This section of the research deals with the different accounts given by interviewees in terms of the role of M&E in achieving the department's strategic goals.

The objective of the question: To establish whether M&E contributes to the department achieving its strategic goals.

Questions:

1. What is the M&E unit doing in helping to achieve the programmes goals and strategic goals of the department?
2. Does M&E assist the department to achieve its strategic objectives, more particularly concerning your programme? Please elaborate.
3. As someone involved in strategic planning and performance reporting, what is it that the M&E unit is doing in helping to achieve the programme goals?

Question 1: What is the M&E unit doing in helping to achieve the programmes and strategic goals of the department.

Responses Group 1: M&E officials

Respondent A

"M&E is quite foreign in the department, the implementing managers does not understand the practice, they are scared of M&E officials, they seem to think we are service delivery police, which affects our ability to function. What makes

matters worse is that the unit is understaffed, and the executive authority are not eager to capacitate the unit, and that is the issue we have been raising for the past five years with no luck or progress”.

The participant indicated that M&E in the department is implemented in inappropriately. Furthermore, it is highlighted that what is currently done cannot be interpreted as proper M&E practices, as most of the M&E related activities are mostly about ticking the boxes and compliances with the requirements of the general requirements by the national government. The participant indicated that focus is placed on the output indicators, and there is no buy-in from the executives in terms of M&E. Therefore, M&E does not necessarily contribute to the achievement of the department's strategic objectives.

The participant alluded that there is no proper mechanism to ensure the integrity of M&E in the department, therefore, it is almost difficult to attribute any form of results to M&E intervention. Furthermore, the quality of the data cannot be guaranteed as there are no measures, workforce or political will to strengthen M&E in the department.

The participant is underscored by Chrisholm and September (2005:62) saying M&E should not only be used to develop reports but also to determine to what extent problems have been alleviated and also contribute to the identification of policy aspects that are developing meaningful towards its targets. M&E should also be used to critique and identify areas of concerns in a programme or policy to ensure that the policy only speaks to aspects that make it impactful towards its targets.

Participant B

“In theory, the M&E unit should be playing central role in ensuring that the department achieves its strategic objectives, however, due to various reasons there is so little that is done in terms of M&E in the department, and that hinders the ability of M&E to fully show its benefits in terms of the achievement of the department's strategic objectives”.

The participant alluded that the state of M&E in the department needs massive improvement, as the programmes in the department lack baseline and feasibility

assessments, which makes it harder for the M&E unit to fully contribute to the achievements of strategic objectives in the department. There is not programme mapping, and the relationship between the M&E unit and the implementing managers needs to be strengthened in order to work towards a common goal in the department.

According to the participant, the implementing managers lack understanding in terms of what M&E entails, as the programme managers are too scared of the M&E unit, they view the M&E staff as the mouth piece for the executive authority as opposed colleagues. Furthermore, the lack of proper research was also cited among other contributing factors to poor return on investment in terms of M&E in the department.

The participant is supported by Higgs (2014:21) who alluded that it is important to thoroughly understand the extent of the problem the policy seeks to address, by a form of feasibility and baselines. Governments are progressively seeking evidence for efficiency and effectiveness of policies and programmes to justify the amounts of money spent.

Participant C

“Most programmes in the department are planned and developed in the absence of the M&E unit, which is a challenge in terms of M&E assisting the department achieve its strategic objectives”.

The participant believes that M&E plays a limited role in ensuring that the strategic goals of the department are achieved. M&E is not fully institutionalised and the M&E unit is under-resourced in terms of staff and other necessities such as a car that is designated to the M&E unit for M&E related usage. Moreover, the participant alludes that the department in general, from the executive to the programme implementers lack proper induction to M&E, which will assist in changing the narrative about M&E and its purposes. M&E is perceived as a compliance operation as opposed to a tool that can be used to improve the quality of services the department is providing to the citizens of Gauteng.

The participant is underscored by Stetson, Sharrock and Hahn (2004:137) who alludes that planning is a critical aspect of programme management and M&E as it ensures

that activities are both achievable and will serve a purpose to the objectives of the programme or policy.

Participant D

“The department is lagging behind in terms of M&E, there are no proper M&E systems to ensure data quality and integrity, the only element of M&E that can be deemed little bit functional is the data verification, which is done for the purposes of reporting”.

The participant states that M&E’s purpose is to issue recommendations and ensure that the recommendations are implemented to improve the programme. However, that part is not done successfully; therefore, stating that M&E assists the department in achieving its objectives would be challenging to prove as the data quality and integrity is poor.

The participant is supported by Nazir, Taperi, and Polak-Sopinska (2019:121) who says most organisations struggle with data quality which makes it extremely difficult to reliably make an informed decision as the data cannot reliably attribute to what is being measured. Moreover, M&E should provide comprehensive data that is of high and reliable quality that can be used to support decision-making by the management.

From the above discussion, it is obvious that the M&E unit is not fully utilised to assist in programme improvement, and informed decision-making processes. The data suggest that M&E at GDSACR plays a very limited role in the achievement of GDSACR strategic goals and that there is much work that needs to improve the state of M&E in the department.

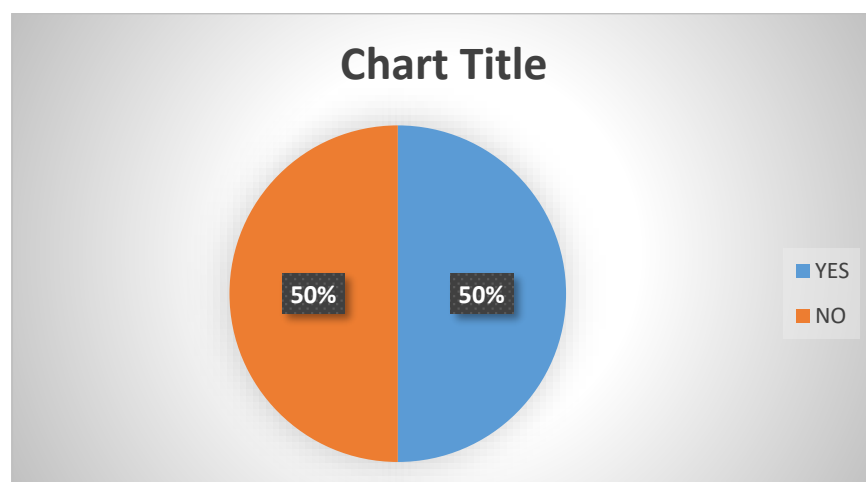
Question 2: Does M&E assist the department to achieve its strategic objections, more particularly concerning to your programmes? Please elaborate.

Responses: Group 2: Programme managers

Fifty per cent (50%) of the interviewees are of the view that the M&E does not play its role in terms of assisting the department achieving its strategic objectives. The other

50% percent expounded that M&E plays a significant role in their respective units in terms of achieving the strategic objectives of the department.

Figure 5.7: M&E assist the department achieve its strategic objectives?



Participant E

“In terms of achieving our strategic objectives, M&E plays a vital as they provide technical support and guides us through the implementation of all our programmes and events. Through M&E, we are able to get feedbacks on our programmes and events recommendations to improve our intervention and achieve our objectives”.

The participant is of the view that M&E unit as part of the strategic support chief directorate, knows the strategic objectives of all our programmes. Through monitoring visits to the regions and events, the M&E officials observe the interventions, strategies and the responses of the beneficiaries and advise the implementing managers accordingly in terms of what they should do in order to achieve their targets.

The participant indicated that the M&E unit compiles reports after each visit to the sites, and they also compile the monthly and quarterly monitoring and evaluation reports, which are presented during the quarterly performance reviews in the presence of the executive authority. Through the review, the managers learn about quarterly and annual progress in terms of their programmes. The information shared is also

significant as it shed light in terms of the strengths and weaknesses of their interventions and what they can do the following year differently.

Although the participant is of the view that M&E does play a role in the achievement of the objectives in the department, there is a lot that needs to be done in terms of M&E in the department. The programmes are not monitored as they should be, and the frequency of monitoring visits is unsatisfactory.

Participant F

“As far as our programmes are concerned, we do not really see the full value of M&E in the department. We do understand that it is important, but in our programme, we sometimes feel like M&E is underutilised. We hardly have any encounters with any official from the M&E unit during our programmes and events, and the reasons provided is that the unit is understaffed”.

The participant further clarifies that the existence of M&E in the department does not really aid the programmatic aspirations in terms of achieving the strategic objectives of the department. The participant highlighted that they used to invite M&E officials to the events with hopes and expectations of the unit showing up. However, no one from M&E ever came, and lately the managers only issue the invitation as a protocol because the M&E officials hardly come to the events.

The general deductions from the views of this interviewee (programme manager) are that M&E does not necessarily aid the department in terms of achieving the strategic objectives of the department, more particularly in relation to their programmes. It would appear that this manager implemented their programmes without the assistance or support from the M&E unit.

Participant G

Participant G is of the view that the M&E unit has a profound role in the implementation of the programmes at various schools in Gauteng. Furthermore, M&E's contribution in most cases involves constant engagement with the directorate in question through which implementation of the programme is analysed and try to figure out aspects which derail the progress of the programmes. The participant further elucidates that

inputs provided by the M&E are always helpful in terms of programme improvement and the programmes improve, the higher the chances are of the department achieving its strategic goals through M&E.

The participant further clarified that M&E draws a perfect picture in terms of how the programmes are progressing. Where there are discrepancies in reported and verified figures, the M&E unit notifies the programme managers, and a clarification is sought regarding the challenges encountered until both parties are satisfied with the outcomes.

The participant expounded that the programmes get financial support from the National Department of Sport and Recreation, which comes with conditions and instructions. The M&E plays a significant role in ensuring that the units are compliant, in terms of the requirements and conditions of the grant. The M&E verifies the data from the programme managers monthly before it is sent to the national department. Through M&E's intervention, the department maintains its compliance with the requirements of the national department. The grants received from the national department assists the department in terms of reaching and servicing a large number of citizens in the Gauteng City Region.

Participant H

“Our programme focuses on the high-performance aspect of all the athletes in our programme in Gauteng. We set up academies, provide financial support, scientific support, medical support and platform for the athletes to participate on the highest level. For the programme of this magnitude, we believe M&E should be the backbone of our programme, but we have very minimal interaction with the M&E staff.

We do not get any assistance from the unit, in terms of implementation and any form of technical support for programme improvement. We only know of the M&E unit when it is time for data verification and reporting period. In my opinion, M&E offers very little help to our programme as far as the achievement of our strategic objectives is concerned.”

It is frustrating to extend an invitation to the unit without knowing if the M&E officials will be able to attend events or not. M&E could play a very important role to aid programmes to achieve strategic objectives. However, it is underutilised to the extent that invitations are normally extended to the unit for compliance purposes.

Gorgens and Kusek (2009:239) expound that M&E plays a vital role in assisting the organisation in performing better. Moreover, M&E renders information concerning programme results which helps in the justification of continued financial support from the donors and management.

From the above discussion, it is obvious that the general view from the participant who are programme managers is that M&E is not utilised to enhance and promote efficiency and effectiveness in programme management at GDSACR. The data suggest that M&E performs a very limited role, and there is a need for improvements in terms of M&E at GDSACR.

Question 3: As someone involved in strategic planning and performance reporting, what is it that the M&E unit is doing in helping to achieve the programme goals?

Responses Group 3: SPPR unit

Participant I

“In terms of strategic planning and performance reporting M&E plays a significant role, as they provide detailed reports to the SPPR for planning and reporting purposed. The M&E reports also provide recommendations which assist the programme managers to improve their achievements”.

Furthermore, the participant is of the view that the M&E unit at GDSACR does play a certain role in the achievement of the departmental objectives. The participant alluded that with the SPPR unit, the M&E does provide a basis for planning and reporting through the data verification reports which are conducted on both a monthly and quarterly basis. Although the participant clarified that the M&E unit plays a role in programme management, the participant also notes that M&E in the department appears to be implemented for compliance purposes.

Participant J

“M&E should be providing analysis and detailed, pragmatic programme comparison of current and previous years to track the programmes progress. The M&E should be informing decision-making, providing recommendations, guidance and progress tracking to ensure that the departmental objectives are achieved. Sadly, in our department, the M&E systems are not strong enough, and its impacts are not quite visible, and the successes of the programmes cannot be reliably attributed to M&E”.

The participant further stipulates how M&E was practised at GDSACR; it is challenging to reliably point out how M&E assists the implementing partners in achieving the strategic goals of the department.

Participant K

M&E could be used to accelerate programme achievement in the department. Currently, the SPPR unit heavily relies on the data received from the programme implementers instead of the M&E unit. It poses a challenge because the data quality of the information received from the programme implementers needs to be interrogated to ensure that programme implementation observes all the protocols and remains relevant to its course.

All the accounts provided above paint a picture that is not satisfactory in terms of the state of M&E at the Gauteng Department of Sport, Arts, Culture, and Recreation. The programme managers, Strategic Planning and Performance Reporting officials, as well as the M&E officials, state that M&E is underutilised. This presents opportunities to optimally utilise the M&E unit to its rightful role in achieving the institution's strategic goals. This is underscored by the Public Service Commission (2012:4) stating that M&E serves various purposes in project management, with the most important being a tool for the informed decision-making process. M&E can be used as a tool to develop proper tracking and reporting structures, which can accelerate the achievement of strategic objectives of the department (UNDP, 2009:128).

5.5 NATION-BUILDING AND SOCIAL COHESION

One of the mandates for the department under the fifth administration was to spearhead and champion the Outcome 14, which was social cohesion and nation-building. South Africa is a diverse country racial inequalities and historical racial discrimination date back to the colonial period. It is therefore understandable for the government to seek social cohesion and nation-building inspired programmes and events to build one united South Africa. This section of the study seeks to explore whether M&E contributes to the department achieving social cohesion and nation-building in the Gauteng Province.

The objective of these questions: To determine whether M&E contributes towards nation building and social cohesion in Gauteng Province.

Interview questions:

- 1. How does M&E accelerate the achievement of nation building and social cohesion at GDSACR?**

5.5.1 Nation building and social cohesion

The M&E unit is the custodian of all M&E related activities in the department. It is important to get their views regarding social cohesion and nation building and how M&E assist the department towards their achievement.

Question 1: How does M&E accelerate the achievement of nation building and social cohesion at GDSACR?

Response: Group 1: M&E officials

Participant A

The participant is of the view that social cohesion and nation building is non-existent in the department, and there is no clarity as to what constitutes social cohesion and nation building. Both social cohesion and nation building have never been broken down for everyone in the department to comprehend what is required of them.

The participant further alluded that;

“At most, a springbok (South African National Rugby team) game played in Soweto would be deemed a great social cohesion and nation building event, but after the game nothing really changes in the communities in terms of intolerance, racism and inequalities”.

Participant A further indicated that programme managers do not understand what role M&E should play in the build-up and implementation of the programmes that contribute to social cohesion and nation building. M&E does not play any role regarding the promotion of social cohesion and nation building. There is no clear, detailed definition of the entire Outcome 14, as to how it is supposed to be implemented, and how it should be measured.

Participant B

Majority of the programmes in the department are planned in the absence of the M&E unit, and some of the plans are sent to the M&E unit days before the events when it is already late to change anything in the plans. It is challenging to effect change in terms of social cohesion and nation building as the department does not have a full grasp of what is required of them in order to achieve and provide support towards the achievement of the objectives.

Participant C

Participant C is of the view that to a certain extent, the M&E unit does assist the department achieving the social cohesion and nation building mandate as they often provide technical guidance to ensure that all the departmental programmes reflects the demographics all the citizens of Gauteng. Moreover, the participant indicated that the unit plays a vital role in the verification of programme data to ensure that the attendees' biographic information is tabulated to assess if it contributes to social cohesion and nation building.

The participant further indicated that the biggest challenge in terms of social cohesion and nation building is a lack of research into what could contribute to their achievement. Furthermore, there is no way of tracking whether the department's

efforts yield any results as far as social cohesion and nation building is concerned in Gauteng.

Participant D

“The M&E unit conducts a data verification process through which the data sourced from the events is interrogated, and the attendance of the participant is analysed based on gender, age group, race and geographical area. That data helps in assessing whether the programmes achieve social cohesion and nation building or not. After verification, a report is compiled that is then sent to the national Department of Sport and Recreation”.

Participant D is of the view that M&E at GDSACR does have a role to play in terms of the achievement of social cohesion and nation building at GDSACR. They further stated that the report is compiled after verification and sent to the national department, but is not aware whether the same report is shared with the implementing managers to ensure that they can improve where necessary.

Ballard, Hamann, Joseph, and Mkhize (2019:31) who claim that although the government speaks boldly regarding the issues relating to social cohesion and nation building, there is very little that is being done to effect real change in terms of uniting the nation. The authors further indicate that there are disparities among the citizens, and the racial, social and economic gaps keep on widening despite all the efforts in place.

Bickman and Rog (1998:1) allude that research is one of the most important elements of project management. Research is a fundamental aspect of project management as it informs decision and policy making. It provides an opportunity to study and gain insights into the phenomena that are studied (Bickman and Rog, 1998:1). GDSACR needs to prioritise research which will assist with policy and policy formulation.

The accounts made by the M&E teams provides two parallel perspectives to the contributions of M&E in terms of achievement of social cohesion and nation building. Some of the M&E participants partially agree that M&E does contribute to the achievement of social cohesion and nation building at GDSACR. In contrast, others

maintain that the concepts of social cohesion and nation building are thrown around without clear definition and measures in place to ensure that they are achieved.

Response: Group 2: Programme managers

Participant E

Participant E is of the view that the M&E unit has provided the implementing managers with data collection tools like an attendance register which stipulate the age group, race group, gender, disability, and designation. According to the participant, that is their effort in ensuring that people of all backgrounds interact with the programmes facilitated by the department. The M&E unit then follows that up by verifying the information from the events and then develop detailed reports regarding the findings, based on the biographic information recorded and verified by the M&E team.

The participant further claims that in terms of contributing to social cohesion and nation building, verification and occasional project visit is the only role M&E unit performs. The outcomes of the reports are hardly shared with the programme managers; the recommendations are hardly implemented to ensure that the social cohesion and nation building is achieved in Gauteng.

Participant F

“The purpose of our programme is to facilitate and promote professional sport and ensuring that they yield economic opportunities in Gauteng. People of different backgrounds participate and witness our programmes which in most cases promotes social cohesion in the townships. As previously stated, we hardly have any interaction with the M&E team in our programme, which makes it hard to have an opinion as to whether M&E contributes to social cohesion and nation building in the department or not”.

National Development Plan (2011:65) states that nation-building and social cohesion are aimed at creating an equal society where all the citizens of the country have access to the resources and all the opportunities in the country. The other purpose is of social cohesion and nation-building to building a united, non-racial, prosperous, non-sexist and democratic South African, through mass participation, education campaigns,

sharing of information, improving public service, and citizen participation (NDP, 2011:66).

The participant emphasises that the lack of oversight and interaction between the implementing manager and the M&E team remains a major challenge as they fail to see what contributions M&E makes towards the achievement of nation-building and social cohesion. Once again, it appears that there is massive disintegration in the department in terms of cooperation between the implementers and M&E officials who were supposed to ensure quality in programme delivery, and management in all the departmental programmes.

Participant G

M&E unit has the School Sport business plans, through which they provide an input related to nation building and social cohesion. The M&E unit also assesses our plans to verify if they meet the requirements to achieve the Outcome 14, by assessing the extent to which the planned programme contributes to healthy lifestyle, nation-building, social cohesion and making Gauteng the home of champions.

M&E also provide constructive guidance and recommendation regarding how the managers can accelerate the achievement of social cohesion and nation-building in the Gauteng province. The manager also raised the issue that although the M&E contributes to the achievement of social cohesion and nation building in their programme, there is a huge need for consistency, as they think what is currently done is not satisfactory.

Participant H

It is their responsibility to ensure that their programmes speak to the national agenda and towards achieving social cohesion and nation building. When developing their programmes, they attempt to by all means to be culturally, racially, gender and economically inclusive to ensure that people from various backgrounds can have access to the programme in order to promote social cohesion in Gauteng.

M&E does not contribute to the achievement of social cohesion and nation building in their programme, as they never have seminars or feedback regarding how the

programme should be implemented in order to achieve social cohesion and nation building. M&E systems at GDSACR are not up to standard, and as a result, M&E fails to effect any quantifiable change in terms of the Outcome 14.

The accounts of the implementing managers indicate that their relationship with the M&E unit is not as it should be. The standard of M&E at GDSACR does not complement the ambitions and goals of the department. The assertions also indicate that M&E is not used for making informed decisions in the department.

Lindley (2014:146) states that South Africa is one of the most diverse countries in the world, accommodating people of different ethnicities and race. The democratic government inherited a divided nation which was on the brink of civil war. Xenophobic attacks on African migrants is pervasive in South Africa, and given the racial segregation past during apartheid, there is a high level of intolerance and inequalities.

Lindley (2014:146) states that, in response to the high growth levels of intolerance and inequalities, the South African government responded with various policies and programme which includes the National Planning Commission which strongly advocated for social cohesion and nation building. The National Planning Commission (2011:1) further states that “without a high degree of social cohesion, without unity of purpose, it is difficult to envisage South Africa overcoming the significant obstacles that stand in the way of prosperity and equity”.

Johnston (2014:191) attests that the first administration under the democratically elected government prioritised nation-building through interventions such as the Truth and Reconciliation Commission, which did not entirely address the fragmentations in South Africa. The next item on the agenda of the democratic government was social cohesion, and government departments such the Department of Sport and Recreation, department of arts and culture, and other state agencies were identified as key drivers that will propel the social cohesion agenda in South Africa.

Response: Group 3: SPPR officials

Respondent I

“The department strategy to promote social cohesion and nation building is embedded in the mass participation, celebration and commemoration of historical days. Through such events people from different backgrounds meet up, celebrate and commemorate. Through M&E, we at the SPPR unit, we are able to know the proportionality of those who were in attendance. The verification reports from the M&E unit enables us to paint a clear picture of who was in attendance, and whether the event was a reflection of unity and nation building or not”.

Participant J

“Through M&E, attendance is recorded according to gender, race, ethnicity, and age, to ensure that there is social cohesion in the Gauteng province. The M&E unit should be providing an insight as to how the programmes should be implemented at GDSACR. The M&E should further advice in terms of planning, as well as what the programme managers need to do to improve in order to achieve the desired results of social cohesion and nation building which is not done currently. I do believe that there is more that M&E could do in terms of social cohesion and nation building, as the level at which they are currently contributing is not up to the standard everyone in the department wishes for”.

Participant K

M&E provides technical support to the implementing managers to ensure that programmes are implemented accordingly to meet the requirements of both social cohesion and nation building in Gauteng Province. M&E assist in collecting data for verification and reporting purposes. When reports are compiled, the information is also used by the SPPR unit to inform decision-making and planning for the following financial year.

The M&E unit in the department is heavily understaffed; therefore, they are limited to fewer activities in terms of programme monitoring and evaluation. Due to the unit being understaffed, M&E is unable to produce the results that can satisfy everyone involved in programme planning, implementation, management and reporting. Although M&E contributes to the achievement of nation building social cohesion, to a certain extent,

M&E could be providing more value to the department's programmes and strategic objectives.

United Nations Human Settlements Programme (2005:23) agrees that M&E serves different purposes concerning project and policy management, it is not only a tool to detect faults and areas of non-performance but also to inform policy planning processes in the organisation. M&E should be used to enhance and promote a learning culture in the organisation, and contribute to the achievement of all the organisational objectives and mandates (UNHSP, 2005:23). M&E should not only be applied for the sake of it; it should be utilised to enhance and accelerate the achievement of objectives and goals.

M&E should play a significant role towards the achievement of social cohesion and nation building as it does not only provide the statistics of the event's attendees but also provide inputs in terms of planning and programme improvement. Although M&E contributes towards the achievement of social cohesion and nation building, there is a need for improvement as far as M&E is involved in the achievement of nation building and social cohesion.

From the views of the Strategic Planning and Performance Reporting unit staff, it can be deduced that the relationship between the two units is functional. The SPPR team sees the value of M&E in terms of the achievement of social cohesion and nation building at GDSACR. There is a huge room for improvement in terms of M&E's integration in programme management to serve a greater purpose and maximise the impact.

5.6 CONCLUSION

Chapter five of the research presented and interpreted the data as collected from the participant. The study focused on the Gauteng Department of Sport, Arts, Culture, and Recreation as a case study. The main aim of chapter five was to establish a link between the empirical data and the pre-existing theory on the purposes of monitoring and evaluation in project management.

Telephonic interviews were conducted to gather information, and a total of 11 participants were interviewed to provide insights and views regarding the topic that is

being investigated. Four of the participants were M&E officials, four other participants were the implementing managers, and the other three participants were from the SPPR unit. Their collective views provided much-needed answers and saturation to the study, as to how M&E assist towards the achievement of the strategic goals of GDSACR.

The following chapter will present the findings, conclusion and recommendations of the study.

CHAPTER SIX: FINDINGS, RECOMMENDATIONS AND CONCLUSIONS OF THE STUDY

“The ultimate purpose of collecting the data is to provide a basis for action or a recommendation” – W. Edwards Deming.

6.1 INTRODUCTION

The previous chapter focused on the data analysis and the interpretation of the results. This chapter provides the findings, recommendations and conclusions of the study. In this chapter, the research provides a synthesis of chapters of the study, furthermore, the findings are outlined, the recommendations are provided and the conclusions are drawn.

6.2 SYNTHESIS OF CHAPTERS

Chapter one provides the background and motivation for the study. The chapter also provides problem statement, research questions and objectives, the research design, and ethical clearance.

Chapter two of the study focuses on a literature review of monitoring and evaluation. The chapter discussed the conceptualisation, nature, and development of M&E since its early stages in the mid-nineteenth century, and how it has been applied globally, in Africa and then in South African public service. The purposes of M&E are also discussed.

Chapter three of the study provided an overview and analysis of the Gauteng Department of Sport, Arts, Culture and Recreation. The chapter provided a general overview of the department, then outlined the organisational overview. The chapter also outlined the core functions of the M&E unit and GDSACR. The overview of the GDSACR's M&E framework was also provided in this chapter. The M&E planning processes of the department, as well as data management were outlined and discussed.

Chapter four provided an outline for the entire planning of the research, in which research questions and objectives were outlined. The research design and methodology for this study were presented in this chapter. Data collection methods,

instruments and analysis were also presented. The study employed the mixed methods of data collection and utilised telephonic interviews as a method of collecting data.

Chapter five provided an analysis of the research data collected from the telephonic interviews, Gauteng Department of Sport, Arts, Culture and Recreation Monitoring and Evaluation Framework, as well as data from the department's annual reports. The focus was mostly concentrated on the interview's responses collected from eleven officials in the department. Through the information presented in this chapter, the research presents informed analysis and interpretation of the results.

Chapter six of the study present the findings, recommendations, and conclusions.

6.3 FINDINGS OF THE RESEARCH

This section of the study reviews the key findings of the study in terms of the documents that were reviewed, and the findings discovered through the analysis of the empirical evidence that was observed through the interviews, regarding M&E activities and processes at Gauteng Department of Sport, Arts, Culture, and Recreation. The research has made the following findings regarding the processes of M&E activities at GDSACR:

6.3.1 M&E at GDSACR

Gauteng Department of Sport, Arts, Culture, and Recreation has a sound monitoring and evaluation foundation that was specifically developed to promote and guide the implementation of M&E in the department (GDSACR M&E Framework, 2016:2).

6.3.1.1 M&E Implementation

The participants indicated that, although there is an M&E structure at GDSACR, the participants alluded that M&E is not fully utilised to advance the course and mandate of the department. Noyoo (2020:23) attests that the implementation of M&E was introduced very late as it only received attention during President Thabo Mbeki's term in office. The late introduction could have contributed to the misunderstandings and underutilisation of the discipline in the public sector, particularly GDSACR.

6.3.1.2 Capacity development and training

In terms of training and skills development, the study discovered through the responses of the candidates that the department did not pay attention to aspects of employee development. Respondents from the M&E unit stated that they had not attended M&E training or skills development workshops during the period between 2016 and 2019. M&E is a complex practice which constantly evolves; therefore, it is important for the M&E officials to constantly receive training so that they can keep abreast with new developments (Gorgens and Kusek, 2009:98)

6.3.1.3 Executive involvement in M&E

The respondents from the M&E unit indicated that the executive authority's involvement in the department's activity is largely limited to the quarterly performance reviews only. Gorgens and Kusek (2009: 70) found that the involvement of senior management in M&E is of paramount importance as it leads to change and promotes the culture of learning. Programme managers highlighted that the M&E unit seems not to be held accountable for non-performance.

6.3.1.4 M&E challenges at GDSACR

The respondents indicated that although M&E is practised at GDSACR, there are a variety of challenges that are not only faced and identified by the M&E personnel but also the programme managers.

- There seems to be a lack of human resource capacity to implement M&E in the department successfully.
- There seems to be a lack of common understanding regarding M&E processes by the programme managers.
- There seem to be insufficient tangible resources such as cars, and sizable budget to implement M&E.
- There appears to be a lack of research activities at GDSACR.

6.3.2 M&E achieve strategic goals

Baume and Kahn (2003:63) found that the process of monitoring and evaluation is concerned with goals achieved or not, and with processes satisfactory or not. It is

important to identify goals and objectives in order for M&E to be able to work and reliably inform decision-making in an organisation (Baume and Kahn, 2003:63).

Group 1: M&E officials

One hundred per cent (100%) of the M&E officials alluded that M&E could be contributing more to the achievement of the GDSACR's strategic goals. However, it currently does very little in terms of assisting in the achievement of the department's strategic goals. The M&E team appears to believe that in relations to the achievement of the strategic goals, the M&E unit should emphasise and multiply its efforts to ensure that every event and programme is properly monitored and evaluated.

The M&E officials appear to argue that, M&E is not properly institutionalised to be able to assist in the achievement of GDSACR strategic goals. Furthermore, the M&E officials seem to suggest that majority of the M&E activities are carried out only for compliances purposes and ticking the boxes, which is not the true reflection of M&E, and its purposes in project and policy management.

Group 2: Programme managers

Out of the four programme implementers that were interviewed, 50% were of the view that M&E assists in their programmes to achieve strategic goals, however, there are massive improvements that are required in order for M&E to be fully functional and beneficial at GDSACR. The other 50% indicated that M&E does not contribute to the achievement of their strategic goals. The contribution of M&E is seen differently by the programme managers.

The above further suggests the lack of common understanding regarding the role of M&E in the department. Okonofua (2014:466) concludes that a lack of common understanding of what M&E should entail often limits the impact of the activities and often lead to a failure of detecting the failures and successes of the policy or the programme.

Group 3: SPPR unit

The Strategic Planning and Performance Reporting unit views M&E as a significant practice towards the achievement of the department's strategic goals. M&E provides well-written reports to the SPPR unit for planning and stakeholder reporting purposes. Furthermore, through the data verification process, M&E assists in the progress for the programmes. They also alluded that the M&E systems at GDSACR are not strong enough, and its impacts are not quite visible; therefore, it appears to be challenging to reliably attribute any form of programme successes to M&E at GDSACR.

6.4 NATION BUILDING AND SOCIAL COHESION

According to GDSACR 2015 Annual Report, the department committed and aligned its mandate to the 2014 Outcome 14, which includes the implementation of the integrated and sustainable sport, arts and culture Mass Participation Programmes, identification, development and nurturing talent in the sport, arts and culture sectors. Outcome 14 also advocate for the preservation and development of heritage resource and commemoration of national days and symbols.

GDSACR Annual Report (2018:13) found that GDSACR invested a significant amount of time and energy to deliverables that promote social cohesion and nation building. The department used the commemoration of historic days such as the Freedom Day (27 April), Youth Day (16 June), Women's Day (09 August), and Heritage Day (24 September) as key drivers towards the achievement of nation-building and social cohesion in Gauteng.

Group 1: M&E officials

There are imbalances in terms of the unit's understanding of social cohesion and the methods the department outlined as an intervention towards nation building and social cohesion. The M&E unit seems not to have a common understanding of what constitute social cohesion and nation building and how it should translate in practice. The department often classifies a springbok match played in Soweto as a symbol of social cohesion and nation building. These are short-term interventions, and they do not provide long-lasting impacts on citizens.

M&E officials indicated that there is a need for narrative change concerning M&E at GDSACR. The M&E officials postulated that M&E should be institutionalised in order

for the implementing managers to gain more insights which will assist in changing the narrative regarding M&E at GDSACR.

Group 2: Programme managers

The functions of M&E towards the achievement of social cohesion and nation building is only limited to the verification of the attendance registers and the number of attendees and classification of the attendance per age group, ethnicity, race, and gender, feedback as to how to improve is hardly provided.

The views of the managers are concerning because M&E should be working together with the implementing partners to ensure that the all the department's programmes and events meet the minimum requirements towards achieving social cohesion and nation building in Gauteng. When the programmes and events are under-performing, the M&E team should be able to provide informed guidance towards the desired results.

Group 3: SPPR officials

The SPPR unit acknowledges the role M&E plays in achieving social cohesion and nation building at GDSACR. The M&E reports assist in drawing a perfect picture of the beneficiaries of the department and events in terms of their gender, race, age group and other aspects of identification. It appears that M&E assists in providing technical support regarding how the programmes and events should reflect the aspects of social cohesion and nation building.

6.5 RECOMMENDATIONS

The previous section identified the key finding of the study, concerning the research questions and objectives. The findings enable the researcher to make recommendations. These recommendations may improve the standard of M&E, programme management and for better-informed decision-making at GDSACR.

6.5.1 M&E at GDSACR

6.5.1.1 M&E Implementation

M&E should be institutionalised and base all the programme and policies on the findings of M&E reports. M&E should be fully utilised and not only be used for compliance purposes.

6.5.1.2 Capacity development and training

GDSACR should prioritise providing training and capacity development opportunities which will keep the employees abreast with all the new developments in the field of M&E. The capacity development opportunities should take place annually and should also form of yearly performance management process.

6.5.1.3 Executive involvement in M&E

Gorgens and Kusek (2009:69) found that it is important for the top management to promote M&E in an organisation. The top executives need to be involved in M&E activities in order for the practice to be seen as part of the culture endorsed by the executive. With the involvement of the top executives, M&E is likely to be taken seriously by both the M&E unit and the programme implementers.

6.5.1.4 M&E challenges at GDSACR

- ❖ The department should consider employing more staff members to implement M&E activities in the department.
- ❖ GDSACR should clearly stipulate the exact role of M&E, and their relationship with the programme managers in order to ensure common understanding regarding the M&E processes.
- ❖ GDSACR should make available tangible resources such as a specifically allocated vehicle for M&E and enough operational budget to ensure that activities run without disturbances.
- ❖ GDSACR should strengthen the research element in the department in order to enhance project management. Before programmes are developed, they should be an extensive research done on the subject of the programme, furthermore, feasibility studies and well as baseline studies should be conducted before programmes are fully implemented.

6.5.2 M&E achieve strategic goals

It is suggested that M&E should be fully institutionalised in order to assist GDSACR to achieve its strategic objectives. In this regard, the M&E unit should be revitalised and every report should be verified by the M&E unit before it is presented in any of the oversight bodies. Organisational M&E culture should be promoted in order to ensure that all the activities are carried out in the presence of M&E. The programme managers should be encouraged to base all their programmes on M&E findings and guidelines, any information that is not verified by M&E office should be disregarded.

6.5.3 Social cohesion and nation building

GDSACR Senior Management Team should consider making clear what they aim to achieve with social cohesion and nation building. Moreover, programmes specifically tailored for social cohesion and nation building with long-lasting impacts should be introduced with clear instructions so that the implementing managers and the M&E unit can have a common understanding and goals.

6.6 CONCLUSION

M&E is a very critical aspect of project management, it has the potential to improve policy management and ensure enhanced project performance and success. When implemented accordingly M&E can contribute to capacity development and promotion of learning culture in an organisation. The purpose of this study was to assess GDSACR M&E activities and investigate how they assist the department to achieve its strategic objective.

The study has shown that GDSACR has all the necessary tools to successfully implement M&E, they have sound and realistic performance indicators. The department also have a sound Monitoring and Evaluation Framework and all the data collection tools which is an indication that the department is trying to institutionalise M&E.

Although GDSACR has the necessary tools to implement M&E, it is disappointing that lack of human resources and other resources such as transport, training and enough budget, does jeopardise the quality of the M&E practice at the department. Furthermore, lack of organisational M&E culture and lack of capacity were identified

as some of the limitations at GDSACR that derail the effective implementation of M&E. There also seem to be a lack of top executive's does engagement in the departmental M&E activities.

In conclusion, it is important to note that there is still a lot that still needs to be done in order to improve the state of M&E at GDSACR. Currently, M&E does not necessarily guarantee to instant change in terms of the governance challenges at GDSACR, however, M&E provides an opportunity for departments such as GDSACR to shift towards evidence-based policy making and governance that is deemed good and appropriate.

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DETAILS OF THE INTERVIEWS

Participant A. 28 July 2020. M&E Official. GDSACR.

Participant B. 28 July 2020. M&E Official. GDSACR.

Participant C. 29 July 2020. M&E Official. GDSACR.

Participant D. 29 July 2020. M&E Official. GDSACR.

Participant E. 27 July 2020. Programme Manager. GDSACR.

Participant F. 27 July 2020. Programme Manager. GDSACR.

Participant G. 28 July 2020. Programme Manager. GDSACR.

Participant H. 29 July 2020. Programme Manager. GDSACR.

Participant I. 29 July 2020. SPPR Unit Official. GDSACR.

Participant J. 30 July 2020. SPPR Unit Official. GDSACR.

Participant K. 30 July 2020. SPPR Unit Official. GDSACR.

APPENDICES

APPENDIX 1: CONSENT FORM

CONSENT TO PARTICIPATE IN THIS STUDY

The effectiveness of monitoring and evaluation at Gauteng Department of Sport, Arts, Culture, and Recreation, Gauteng South Africa.

I, (participant name & surname), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

I have read and understood the study as explained in the information sheet.

I have had sufficient opportunity to ask questions and prepared to participate in the study.

I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.

I am aware that the findings of this study will be anonymously processed into a dissertation.

I agree to be interviewed and/or to complete a questionnaire.

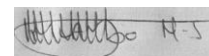
Participant's name and surname

Date

Signature

Shadrack Mlambo

25/05/2020



Researcher's name and surname

Date

Signature

APPENDIX 2: Interview questions (programme managers)

GDSACR PROGRAMME MANAGERS

Question	Answers	Field format
Gender	User input	Text
Age range	Under 26 27-40 41-51 52-65 66+	Single selection
Years of experience	0-5 6-10 11-15 16-20 21-26 26+	
Highest qualification	Doctorate Masters Honours Postgrad Dip Degree Diploma Certificate Grade 12	Text Single selection
1. Which programme do you manage?	User input	Text

2. Briefly explain the aims and purposes of the project	User input	Text
3. Does M&E assist the department achieve its strategic objectives, more particularly in relation to your programme.	Yes No	Single selection
4. Please explain the importance of M&E in your programme.	User input	Text
5. How often are your programmes monitored by the Department's M&E unit? Please tick appropriate answer.	M Q A	Single selection
How often are your programmes evaluated? Please tick appropriate answer	M Q A	Single selection
Who evaluates the programmes?	Yes No	Single selection
Does the M&E unit share the reports outcomes with the programme managers?	Yes No	Single selection
If "YES" please explain what is the next step after they have provided the report?	User input	Text
If "NO" what are the reason, and what is being done to obtain the reports?	User input	Text

How does M&E interventions accelerate the achievement of Nation Building and Social Cohesion as stated in the Outcome 14?	User input	Text
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How can the department improve M&E to ensure that it is properly utilised to improve all the aspects of programme management?	User input	Text
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What are the existing challenges that hinders M&E activities within the department, more particularly in relation to your programmes?	User input	Text
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APPENDIX 3: Interview questions (M&E Officials)

GDSACR MONITORING AND EVALUATION OFFICIALS		
Question	Answers	Field format
Gender	User input	Text
Age range	Under 26 27-40 41-51 52-65 66+	Single selection
Years of experience	0-5 6-10 11-15 16-20 21-26 26+	
Highest qualification	Doctorate Masters Honours	Single selection

	Postgrad Dip	
	Degree	
	Diploma	
	Certificate	
	Grade 12	
What is your title and the role do you play in the department's M&E? Please briefly explain?	User input	Text
Does GDSACR have institutional capacity, (both staff and resources) to successfully implement M&E? Please elaborate. Number of staff, and the budget for activities.	User input	Text
May you please explain what you think the role of M&E is in the department?	Yes No	Single selection
Briefly explain how M&E is implemented at Gauteng Department of Sport, Arts, Culture, and Recreation.	User input	Text
Have you attended any M&E training in the past 3 years?	Yes No	Single selection
If "Yes", please provide the specifics of the training received or workshop attended.	M Q A	Single selection
What type of training do you think the M&E unit requires?	Yes No	Single selection
Does your stakeholders and top executive participate in the Department's M&E activities? (MEC, HoD, the portfolio committees, the Office of the Premier etc).	Yes No	Single selection
If "YES" please kindly explain how they participate.	User input	Text
If "NO" please explain why not	User input	Text
How does the unit ensure the quality of M&E practice in the department?	User input	Text
Does the M&E unit share the outcomes of the reports with other stakeholders involved? (MEC, Programme managers, OtP, Portfolio Committees etc) Tick appropriate answer	Yes No	Single selection

If “YES” please explain what is the next step after they have shared the reports?	User input	Text
If “NO” please explain why not and if it does not affect other unit such as the strategic planning in terms of planning, and the programme managers in terms of progress tracking, and the executive in terms of decision-making.	User input	Text
How does M&E assist the department achieve its strategic objectives.	User input	Text
How does M&E interventions accelerate the achievement of Nation Building and Social Cohesion as stated in the Outcome 14?	User input	Text
How can the department improve M&E to ensure that it is properly utilised to improve all the aspects of programme management?	User input	Text
What are the existing challenges that hinders M&E activities within the department?	User input	Text
What are the main challenges relating to promotion of M&E in South Africa generally?	User input	Text

APPENDIX 4: Interview questions (SPPR Unit)

GDSACR SPPR OFFICIALS		
Question	Answers	Field format
Gender	User input	Text
Age range	Under 26 27-40 41-51 52-65 66+	Single selection
Years of experience	0-5	

	6-10	
	11-15	
	16-20	
	21-26	
	26+	
Highest qualification	Doctorate	Text
	Masters	Single
	Honours	selection
	Postgrad Dip	
	Degree	
	Diploma	
	Certificate	
	Grade 12	
What is your role and title in the department? Please briefly explain.	User input	Text
May you please explain what you think the role of M&E is in the department?	User input	Text
What role does the unit of Strategic Planning and Performance Reporting play in monitoring and evaluation of the departmental programmes?	User input	Text
Does the M&E unit share the outcomes of the reports with the SPPR unit for reporting purposes? Tick appropriate answer.	Yes No	Text
If "YES" please explain what is the next step after they have provided the report?	User input	Text
If "NO" please explain why not and how does it affect the strategic planning in terms of planning and performance reporting.	User input	Text
What is the M&E unit doing in helping to achieve the programme goals?	User input	Text
As someone responsible for planning and performance reporting, in your view, how does M&E interventions	User input	Text

accelerate the achievement of Nation Building and Social Cohesion as stated in the Outcome 14?

How can the department improve M&E to ensure that it is properly utilised to improve all the aspects of programme management?	User input	Text
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What are the existing challenges that hinders M&E activities within the department?	User input	Text
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Any good suggestion that can help in improving M&E practices within the department?	User input	Text
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ETHICAL CLEARANCE CERTIFICATE



Ethics
Certificate_Mr Mlam